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THE ROLE AND POLICYMAKING ACTIVITIES OF STATE BOARDS OF EDUCATION. REPORT ON A SPECIAL STUDY PROJECT.

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PUB DATE SEP 67

EDRS PRICE MF-$0.50 HC-$3.44 84P.

DESCRIPTORS- *STATE DEPARTMENTS OF EDUCATION, *AGENCY ROLE, *POLICY FORMATION, ORGANIZATION, PUBLIC RELATIONS, *EDUCATIONAL RESEARCH, *LEADERSHIP, PROGRAM PLANNING, DECISION MAKING, EDUCATIONAL ADMINISTRATION, FOUNDATION PROGRAMS, EDUCATIONAL FINANCE, CERTIFICATION, CURRICULUM, SCHOOL BUILDINGS, FEDERAL AID, HIGHER EDUCATION, CHIEF ADMINISTRATORS, DENVER,

SPONSORED BY STATE BOARDS OF EDUCATION IN ELEVEN REPRESENTATIVE STATES (ARKANSAS, COLORADO, CONNECTICUT, GEORGIA, NEW MEXICO, OHIO, OREGON, PENNSYLVANIA, SOUTH DAKOTA, MINNESOTA, AND WEST VIRGINIA), THIS STUDY CENTERS AROUND SEVEN BASIC PROBLEMS--(1) CONCEPTS OF "POLICY" AND "POLICYMAKING" IN STATE AND LOCAL EDUCATIONAL ADMINISTRATION ARE NOT CLEAR AND PRECISE, (2) STATE EDUCATIONAL AGENCIES ARE GENERALLY REQUIRED TO DEVELOP ALL RULES AND REGULATIONS GOVERNING EXTERNAL ADMINISTRATION, BUT FEW STATE OFFICIALS ARE FAMILIAR WITH THIS ASPECT OF POLICYMAKING, (3) FEW STATE AGENCIES HAVE WELL-DEVELOPED PROGRAM PLANS OR KNOW HOW TO DEVELOP FUNCTIONAL PROGRAM PLANS ON AN AGENCY-WIDE BASIS, (4) FEW STATE AGENCIES ARE FULLY AWARE OF THE DEGREE TO WHICH THEY ARE CONTROLLED BY OTHER STATE AGENCIES, (5) FEW STATE EDUCATIONAL AGENCIES HAVE DEVELOPED AND CODIFIED A BODY OF WRITTEN POLICIES, (6) RESEARCH IN STATE EDUCATIONAL ADMINISTRATION IS HANDICAPPED BY THE DIFFICULTY OF OBTAINING OBJECTIVE INFORMATION ABOUT THE "POLICIES" OF STATE EDUCATIONAL AGENCIES, AND (7) STATE BOARDS OF EDUCATION HAVE NOT BEEN AWARE OF THEIR POLICY DECISIONMAKING RESPONSIBILITIES. (HW)

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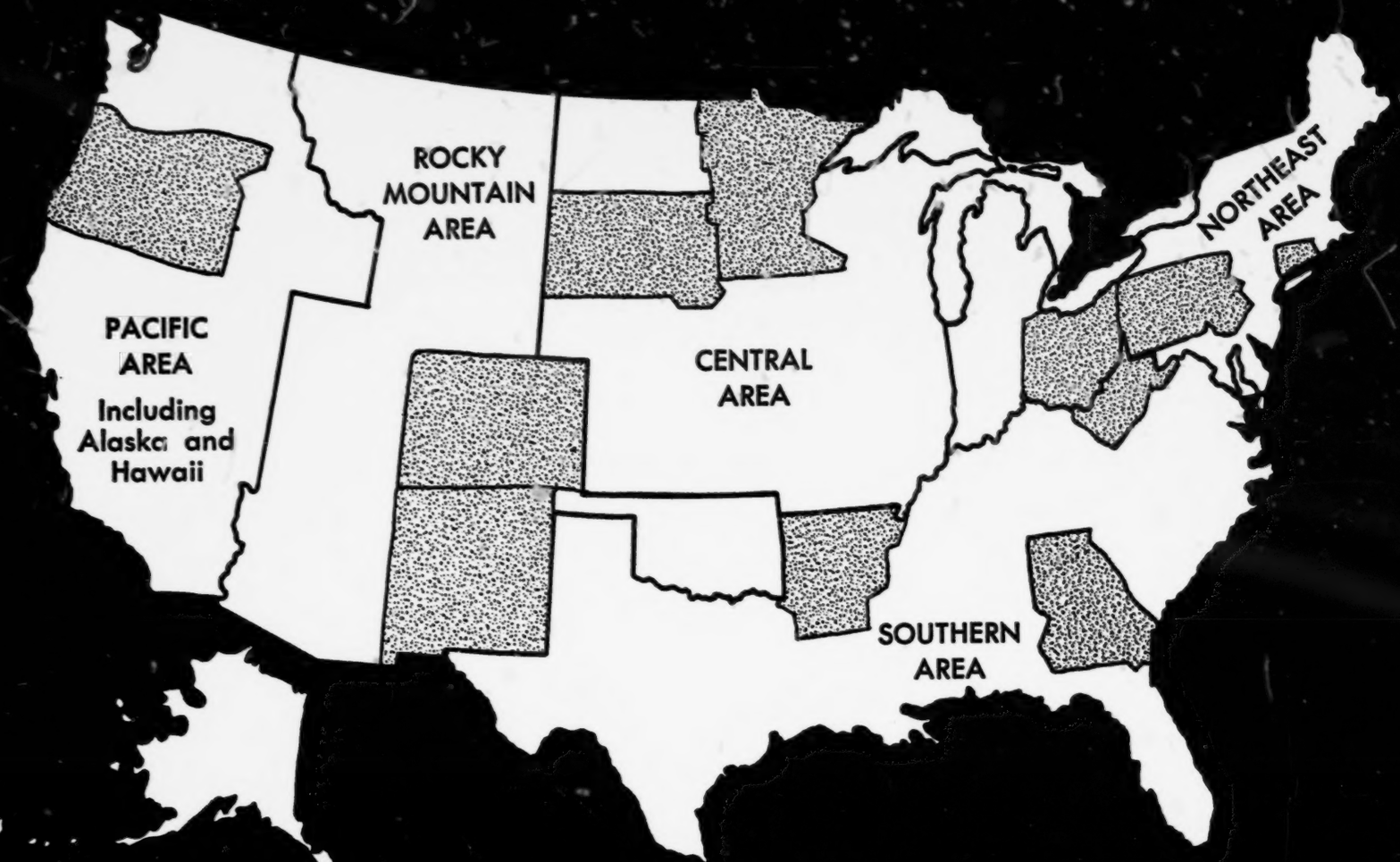
National Association of State Boards of Education



REPORT ON

SPECIAL STUDY PROJECT

Under Section 505 - Title V - Public Law 89-10

1966-67

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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THE ROLE AND POLICYMAKING ACTIVITIES OF STATE BOARDS OF EDUCATION

REPORT ON A SPECIAL STUDY PROJECT

A Special Research Study
Conducted with the Use of Funds Granted by
The U. S. Office of Education
DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

under

SECTION 505 — TITLE V — PUBLIC LAW 89-10

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St. Paul, Minnesota

September, 1967

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FOREWORD

Making this study was stimulated by two influences. Recognition of the need had existed and had been growing in intensity within the ranks of the Council of Chief State School Officers for a period of several years. In 1963 the study commission of that organization was assigned the task of preparing such materials as they were able to assist states in identifying, organizing, and compiling the policies that direct and control the operations of state departments of education. Their efforts resulted in the issuance, in 1965, of a publication entitled Guidelines for Development and Codification of Policy for State Departments of Education.

Prompted by that publication and animated by a steadily rising consciousness of the problem among state board members themselves, the officials of the National Association of State Boards of Education determined that thorough delineation of the roles and policymaking practices of state boards of education would materially augment the knowledge and effectiveness of the member boards in their respective states. Accordingly they requested and were granted federal funds with which to pursue the project.

In order to shape and reshape plans and procedures toward accomplishing most usable results, bimonthly sessions were held with a 22-member executive council representing the participating states. Five area workshop sessions were held involving representatives from non-participating as well as participating states. Thirty-six states in all were represented at the area meetings. By this means information, opinions and reactions were secured, which have been most helpful in the formulation of this final report.

ACKNOWLEDGEMENTS

For whatever merit this research undertaking may possess, a generous amount of credit belongs to those who initiated it, and to those as well who have assisted and cooperated throughout its pursuit.

Realization of the need for such a study originated in the minds of state board of education members and administrators through close association with one another on the problems of operations at the state level. Acknowledgement is extended to them for initiating the idea. Staff members in their departments and others picked up the idea and formulated the necessary working plan for which they deserve recognition.

Subsequently able state administrative leaders brought the proposal to the appropriate officials of the U. S. Office of Education, and were effective in securing approval of the necessary funds. Grateful appreciation is due them, and the staff members in that office who were assigned to this project, for their very helpful consultation and advice with no trace of dominance.

As the study proceeded invaluable assistance was rendered, in each of the participating states, by state board members, state department officials, and staff members. Cooperation from these sources was extremely generous during visitation by the director and in response to requests for information.

Of immeasurable value has been the backing of the officers and staff of the National Association of State Boards of Education. Their planning of area and national conferences has materially implemented the workshops held in connection with this study and has increased their effectiveness. The project Executive Council has been a basic source of counsel and guidance. The members have exhibited unusual faithfulness in attending council sessions and in supplying constructive reaction and suggestions.

Thanks go to the educational writers and publishers noted, for permission to use quotations from their publications to embellish certain points of the text. Continuing throughout the study well deserved recognition is given to the small but able staff in the project office, without whose help the derivation of information and production of this report would not have been possible.

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I. CONCERNING THIS STUDY PROJECT

Evolving Concept

Prior to the late nineteen-fifties, state boards of education acted more or less independently of each other, motivated by the traditional assumption that their responsibility for education did not extend beyond the boundaries of their respective states. With accelerating rates of communication, transportation and migration, state boundaries are becoming less formidable barriers. Since population flows from one state to others, what goes on in one state today, in education as in many other fields of human affairs, concerns the people of other states.

Even though patterns of education vary considerably from state to state, the authorities who plan, direct, and administer the programs find that they share a surprising degree of common concern about what should be done and how it should be accomplished. Members of state boards of education grow more and more keenly aware of the mutual values which can result from the interchange of thinking and practice between states in helping all of them to plan and proceed more soundly.

Purpose of Project

For the purpose of shedding light on some of the major questions involved and with the hope that the findings would help state boards devise clearer and more effective ways of exercising leadership, the state boards of education in eleven representative states took it upon themselves to enter into the sponsorship of a project entitled, "Studying the Role and Policymaking Activities of State Boards of Education". Application was made for federal funds under provisions of Title V Section 505, P.L. 89-10 which were granted and allotted to the State of Minnesota as the administering state. The other sponsoring states are Arkansas, Colorado, Connecticut, Georgia, New Mexico, Ohio, Oregon, Pennsylvania, South Dakota, and West Virginia.

The Problem set forth in the original project proposal is described as follows:

"1. The major concern of this study is for the type of policies for which State Boards of Education are responsible. This emphasis is on directional type policies i.e., position statements concerning beliefs of the State boards that serve as guidelines for further development of the various responsibilities and functions of State Departments.

   Concepts of 'policy' and 'policymaking' in State and local educational administration are, at present, not clear and precise. This has led to much confusion and misunderstanding, which has been compounded by interpretations that focus primarily upon legal, professional (education), non-professional (layman), or public management aspects of educational administration.

2. Practically every state now has state administrative procedures laws that require all State agencies that have rulemaking and administrative adjudication powers to follow set procedures in exercising such powers. Under such legislation, State educational agencies are generally required to develop all rules and regulations governing external administration (the manner in which the agency carries on its programs and activities, apart from internal management). Such rules and regulations are 'policies' and their enactment, or 'rulemaking' is governed by law. Few State officials are familiar with this aspect of policymaking and State educational officials are no exception.

3. Policymaking is not limited to rulemaking. Program plans, for example, are in fact 'policies' that guide the external operations (as contrasted to internal management) of State educational agencies. Such plans may be set forth partly as rules and regulations promulgated under the requirements of State administrative procedures legislation and partly as 'policies' not enacted as rules and regulations that are developed by executive officers of the State educational agency to guide and facilitate the administrative process. Few State agencies, including State educational agencies, have well-developed program plans; few State agencies know how to develop functional program plans on an agency-wide basis.

4. The internal administration (or internal management) of a State agency is often governed by 'policies' that are promulgated as rules and regulations by other State agencies. Few State agencies, including State educational agencies, are fully aware of the degree to which they are or can be controlled by other State agencies, particularly State agencies established primarily for the general management of the executive branch of State government. This creates problems for State educational agencies relative to financing, staffing, and providing building facilities and equipment, which they cannot answer for themselves. Most State educational agencies and State Boards of Education are not fully aware of these problems, and those that recognize the problems often do not know enough about them to work toward desired solutions.

5. Few, if any, State educational agencies have developed and codified a body of written policies including rules and regulations, that acknowledgedly meet their recognized minimum needs. Some State educational agencies that are subject to State administrative procedures legislation are not completely aware of what this means in terms of their operations.

6. Research in the area of State educational administration is seriously handicapped by the extreme difficulty of obtaining objective information about the 'policies' of State educational agencies. Much research is distorted by opinions of officers and employees of State educational agencies that are identified as policies in response to specific inquiries. It is virtually impossible to bring together for comparative purposes the 'policies' of State departments of education in particular areas, consequently minor studies often take major efforts that rarely are justified by the information to be gained. A nationwide system of developing and codifying policies of State departments of education

would help the researcher and greatly improve the quality of the research product.

7. State Boards of Education have not been aware of their policy decision making responsibilities and need to consider with the State Department of Education the development of written policies."

Project Pattern

The project was conducted by a director with the assistance of a secretary and consultants. Additional consultant services were retained from time to time and the services of a research assistant were utilized.

At the outset, it was evident that certain specific items of information must be secured from each of the states involved in the project. Such information would supply basic facts about the size and composition of state boards, and the scope of authority and responsibility carried by them. Common sources were publications and reports supplied by the departments of education, including volumes containing the educational laws of the state. Since the powers and duties of state boards stem from educational law, an examination of these laws reveals the role of the board in the respective states.

In order to make the interpretation of printed or written material clearer and more accurate, and to obtain reactions and opinions not contained in such material, interviews and consultations were held with state board members, chief education executives, and education staff members. During the course of the consultations, the director of the project visited all of the project states. These visits gave him some impressions of the living and working conditions of the people for whom the state board seeks to provide an adequate program of education. His tours to the project states also provided first hand information on the operational procedures of state departments of education in those states.

Spreading the Contact

The eleven states sponsoring the project became the focal points of attention. They constituted the project laboratory. In order to have some contact and secure some needed reactions and opinions from all the states, five regional or area conference workshops were held throughout the country in which every state in each area was invited to participate. Such meetings were held as follows: Columbus, Ohio, December 13-15, 1966 for the Northeast Area composed of thirteen states; Seattle, Washington, February 27-28, 1967 for the Pacific Area containing five continental states, Alaska and Hawaii; Denver, Colorado, March 16-17, 1967 for the Rocky Mountain Area, made up of seven states; Atlanta, Georgia, April 7-9, 1967 for the Southern Area covering thirteen states; and Des Moines, Iowa. April 19-20, 1967 for ten states in the Central Area.

Educational Leadership

In seeking to get at the problem and find solutions to various aspects of it, policies are considered to be statements of stand or position taken concerning basic beliefs. Examples: (1) Statement of the board's basic belief concerning the right of every child to equal opportunity for education regardless of race, creed or color; (2) Statement of basic belief concerning the state board's responsibility for leadership.

On the matter of leadership there seems to be ready acceptance of the belief that the board should exercise leadership, but how to proceed to do so is not so readily determined. One of the fundamental reasons for the creation and conduct of this project was to help state boards singly and collectively to discover or devise clearer and more effective ways of exercising leadership.

Leadership is not to be confused with imperialism, dictatorship or regimentation. Accordingly, there is no intention here of seeking to establish a single set of rules as the ones to be adopted and performed by all state boards of education. Similarly education policies which apply cleanly and clearly to the state for which they are formulated, must be tailor-made for that state and not appropriated or imposed from some outside source.

It is intended that the essential roles assumed by any of the boards, through either legislative direction or administrative order, be set forth as an educational cafeteria from which any board may select an adequate menu to meet the needs of its state. Some policies which prove suitable and acceptable in one state may not serve the objectives of another. Each board faces the necessity of selecting or formulating the policies which will achieve educational excellence in the state for which it is responsible.

In both legislative and administrative areas, it is hoped that this study will present some guidelines or principles which will assist boards in the exercise of educational leadership.

II. WHY A STATE BOARD OF EDUCATION?

A Representative Body

Basic to any consideration of the role to be performed by a state board of education is the question of why there should be such a body. The reasons become more and more obvious with the posing of such questions as the following: Why could not each city, county, or school district look after its own educational affairs? Or why could not the people or the families of each crossroads community plan and conduct their own school to suit their own educational needs as they see them?

The answers appear in reverse order just as they did historically in the process of the development and growth of representative government. In education, however, more so than in many fields, the voice of the people is still to be heard clearly and distinctly. State constitutions and statutes have preserved an avenue through which oncoming generations may have their educational needs supplied by a board with the authority to take into account the desires and requirements of the citizens. This becomes a task calling for the utmost in wisdom and foresight as the state board of education acts for the people in the conduct of their system of public education.

A Functional Guarantor

There is an old saying to the effect that 'nature abhors a vacuum', which means that there are always forces which seek to rush into unoccupied space. In the educational realm, the state board of education must meet such danger of a vacuum by keeping the state's educational program so relevant and functioning so effectively that outside forces cannot rush in. Not that all such forces would necessarily be objectionable in themselves, but they could not possibly devise a system as well suited to the needs of the state as one tailored by a board created within the state and composed of devoted representative citizens.

One such force conceivably could emanate from federal authority where intervention could be justified on the ground of supplying a vitally needed service which the state failed to provide. For example, Head Start, a federally sponsored program, has enabled 17,500 school districts to help 10 million disadvantaged children of pre-school age. At the time of this writing a proposal is before Congress to fund Follow Through, another federally-sponsored program, which would carry children through the early grades.

In many instances, the remoteness of federal management minimizes many of the elements so essential in adapting education to state and local demands. Despite increasing financial assistance from the federal government, there is evidence of federal awareness that educational management appropriately belongs to the state—hence the inescapable obligation of state boards of education to strengthen and improve their leadership in close cooperation with their subsidiary systems of education.

Within the state itself, there are forces of private interest, some legitimate, some questionable, which would seek to profit financially or otherwise through the promotion of education programs, real or fictitious, which are made to look attractive. When the state program is full and functional, little room remains for such inroads. In education, as in building, there is the ever-present question of upkeep. An able state board exercises constant vigilance against the termitic forces which would weaken the structure. In this connection, the board has the responsibility of protecting, not only the system, but the people for which it was created. A strong educational system under a functioning board can do that.

The Balance of Control

For two-thirds of a century there has been a trend away from having an individual state official single-handedly in charge of public education, and toward the establishment of a state board to reflect lay thinking, establish policies and determine official action. At the beginning of the century, there were such individual officials in 34 states, 75 percent of the states existing at that time. Today the number of states without a state board has dropped to two which is four percent of the total. Wisconsin does not have a board of education for the public elementary and secondary schools. It does have a board for vocational and adult education. Illinois has a state board for vocational education and a board for private business schools.

In each of the other 48 states, there is a state board acting jointly with a commissioner or superintendent to manage the increasingly complex affairs of education. Clearly, the people, almost nationwide, have become convinced that such an extensive and basically important enterprise as education requires a representative board.

Conclusions reached by the Council of Chief State School Officers support such a philosophy. They state:

> "The combination of lay board control and professional administration is a proper democratic process that has stood the test of time. The fact that most states have created a state board of education for the public schools system indicates strong public support for an independent, nonpartisan structure at the state administrative level similar to that which exists at the local administrative level."*

Besides relieving a single state official from sole responsibility in public education, a state board can serve to maintain for education the place it deserves, and has the right to occupy in the structure of state government. Granted that education must vie with other departments of state government for financial and other kinds of support, there is always the danger that it may become subordinated to activities considered as having more political strength and appeal.

Without a state board the plea for education may be interpreted as the prejudiced view of those lacking complete comprehension of the state's full responsibility. With an alert, constructive minded state board the appropriate position, consideration and treatment of education can be maintained in the minds of the state executive, the legislators, and administrative officials.

*The State Department of Education, CCSSO, Washington D.C. 1963—p. 5

Champion of Support in a Democratic Society

Support for any cause which requires money is of two kinds: one is financial, the other moral, in the sense of fervor generated in the mind. As a matter of fact the two go closely together and any financial support for a cause such as education is bound to be given grudgingly unless accompanied with corresponding moral support.

Referring again to the thinking of the Council of Chief State School Officers, there appears the following statement:

> "State systems of public education must be organized and governed in a manner that best fits them to serve the democratic purpose of guaranteeing to each individual the right and opportunity to seek the truth and to achieve insofar as possible, self-realization, social efficiency, economic competence and civic responsibililty."**

Before the middle of the nineteenth century, after battling for the cause of education during his years as a state legislator, Horace Mann became secretary of the Massachusetts State Board of Education. This pioneer educator knew that life or death for the public schools depended upon financial support. In order to get it, Mann and the state board undertook to cultivate in the public mind the belief that education was the responsibility of all the people of the state, not just those who were unable to send their children to any other kind of school.

Actually, the state board overcame a paradoxical situation. The well-to-do could pay for their children's education in schools of their choice. Those with meager resources had no choice but to send their children to the public schools, which in turn they were unable to support financially to an adequate degree. When the board won public moral support for the all-inclusive system of public schools, financial support followed for schools which were respectable and desirable for all. The struggle is never-ending. Even though systems have changed, the support for public education today depends as truly upon a devoted and enthusiastic state board of education as it did in those pioneer days.

The Enrichment of Offering

There was a time when education in the elementary school consisted mainly of the 3-r's readin', ritin', and 'rithmetic. In the secondary school these were continued with appropriate modifications in the subjects of languages, English, history, geography, science and mathematics. They were referred to as the common branches of learning. With the passing years, the tree has grown and many new branches have come forth from the main trunk. The fundamentals are still essential but to prepare children and youth for the personal, social and vocational demands of today and tomorrow there must be numerous amplifications and adaptations.

**ibid., p. 4

A state board of education faces real challenges in discovering new societal demands and in devising effective ways of meeting them. Working relationships will be dealt with in subsequent pages. However, at this juncture, it may be pointed out that a state board often justifies its existence, not by doing the job itself but by authorizing, directing or inspiring others to do it. In some cases, the board's executive officer working with school personnel in the schools of the state can detect potential needs and evolve the means of fulfilling them more realistically than the board itself can. The hand of the board is shown in initial authorization, observations and reactions on progress, and ultimate approval of tried and tested ideas.

It will be shown in Chapter VI that setting standards is one of the ways in which state boards indicate their policies. In this connection there is need for clear understanding of what is meant by setting standards. An extremely limited pattern is that of having every school district, every teacher, and every pupil do the same things, in the same way, and even on the same time schedule. Just as individuals require a variety of foods to meet their nutritional needs, pupils need variety in their educational diet. Teachers can be more effective with the exercise of some ingenuity. District school officials can serve best by adapting programs to their communities. A state board is the authority which can make these things possible by opening the way for counseling, experimentation, constructive direction, and evaluation.

To Keep in Touch

State boards of education are created in different ways and vary considerably in size. The largest board in the nation has 24 members and the smallest has only three. Seven states have boards with more than 11 members, and in nine states the number is less than seven. The most common size is seven members, which is the case in 10 states. In 21 states, the size of the board is from 8 to 11 inclusive, and two states have no state board of education. Regardless of the size of the board, there is need for cohesiveness and a sense of corporate unity. Accordingly, as a matter of internal operation the board might well direct its attention to close liaison among its members. This is not to be taken as blind agreement, but rather developing an atmosphere of mutual understanding.

By extending this atmosphere to the geographical area where he lives, each board member comes to look upon his community as a part of the whole state rather than a walled district whose special interests must be defended at all costs. By this means, the laymen and the professional educators in each portion of the state can be helped to feel that their educational interests are part of the concern for a state program of high quality. The accomplishment of this goal requires time, thought and consistent effort, even with an understanding state board of education. Without such a board, it would seem well-nigh impossible.

III. ADMINISTRATIVE STRUCTURES IN THE PARTICIPATING STATES

The education structure in any state consists of a number of component parts. Examination of legal provisions and related descriptive material indicates clearly that the structure has its origin with the people of the state who constitute the electorate. The people elect the state officials who make and administer the laws of the state and carry out the provisions of its constitution. The path by which the voice of the people gets to the department of education deviates from state to state, but, whatever the route, the state department of education receives the message and responds to it.

The office of the governor, with varying degrees of directness, is part of the structure in all of the states. In one state or another the hand of the governor shows in: appointment of the state board of education members; appointment of the state superintendent of public instruction; appointment of other boards, commissions, or officials to supplement or perform certain educational functions. In all instances, the office of the governor exercises direct or indirect control over finances.

The state board of education in eight of the eleven project states is created through appointment by the governor. These states are: Arkansas, Connecticut, Georgia, Minnesota, Oregon, Pennsylvania, South Dakota and West Virginia. In Colorado, board members are elected by partisan ballot. Voters in New Mexico and Ohio elect members of the state board of education by a non-partisan ballot.

The chief state school officer is appointed by the state board of education in seven of the project states, namely: Arkansas, Colorado, Connecticut, Minnesota, New Mexico, Ohio and West Virginia. The chief state school officer is elected by a non-partisan ballot in South Dakota and Oregon, by partisan ballot in Georgia, and is appointed by the governor in Pennsylvania with confirmation by the Senate. In Minnesota, where appointment of the chief school officer is made by the state board of education, confirmation by the senate is required.

The department of education presents different pictures in various states. In five of the project states, the state board of education has authority over the entire education program of the state, through the secondary school level, and the chief state school officer, as the administrative agent appointed by the board, is in charge of the organization and administration of the department. The states which follow this pattern are: Arkansas, Connecticut, Minnesota, New Mexico, and Ohio.

In Georgia and Oregon, the department embraces the entire educational program, below the college level with the appointed state board and the elected state superintendent exercising joint authority over the department comparable to the five just listed. So it is that in seven of the eleven states the state board of education and the chief state school officer, whether appointed or elected, have authority and responsibility over the entire basic educational program of the state. This includes organization, administration, and operation of what is recognized as the department of education.

Each of the four remaining states have features which depart from this pattern. In South Dakota, vocational education is in the legally established department, and under the authority of the state board of education acting as the state board for vocational education but not under the state superintendent. Vocational rehabilitation, however, is in the regular education department under the direction of the state board and the state superintendent.

In Colorado the State Board of Education, which is elected on a partisan ballot, appoints the commissioner of education. All education programs K-12 are under the supervision of that board and the commissioner. Vocational-technical education is under the authority of the State Board for Community Colleges and Occupational Education, members of which are appointed by the governor. Vocational rehabilitation is administered under a separate authority not attached to the department of education.

The department of public instruction in Pennsylvania and the department of education in West Virginia are all inclusive embracing higher education as well as elementary and secondary. In each the board of education has authority over basic education, vocational education and higher education. In both states the state superintendent, though differently appointed is executive officer of the board and the department and is ex officio a member of several related boards and commissions.

In all of the project states, it becomes evident that the benefits of the educational program, instituted at the expressed wish of the electorate, flow back to the schools, institutions and people of the state.

Major provisions in the law of the eleven states, with reference to state boards of education and chief state school officers, are shown in the pages which follow. Systems of operation and organization are shown state by state by means of descriptions and organization charts.

STATE BOARDS OF EDUCATION

IN ELEVEN SELECTED STATES

STATE	METHOD OF SELECTION	NO. ON BOARD	TERM * IN YRS.	COMPENSATION	BOARD OFFICERS	BOARD FOR VOC. EDUC.
ARKANSAS	Appointed by Gov. 1 each from 4 congr. dist. 5 at large	9	9	$15.00 per diem Expense paid	Chairman & Vice-Chairman Term –	Yes
COLORADO	Elected by partisan ballot 1 each from 4 congressional districts – 1 at large	5	6	None Expense Paid	Chairman & Vice-Chairman Term – 2 years	No
CONNECTICUT	Appointed by Governor One from each county	9	6	None Expense paid	Chairman Term – 2 years	Yes
GEORGIA	Appointed by Governor One from each congr. dist.	10	7	$20.00 Expense paid	Chairman Term – 3 years	Yes
MINNESOTA	Appointed by Governor from separate congr. district	9	7	$25.00 Expense paid	Chairman – annually not to exceed 3 years	Yes
NEW MEXICO	Elected – one from each judicial district	10	7	$20.00 Mileage paid	President & Vice-President elected by board	Yes
OHIO	Elected – one from each congressional district	24	6	$20.00 for 12 days a yr. Exp. pd.	President & Vice-President Term – 2 years	Yes
OREGON	Appointed by Governor – 1 each from 4 congr. dist. 3 at lge.	7	7	$10.00 each day Expense paid	Chairman Term – 1 year	Yes
PENNSYLVANIA	Appointed by Governor 7 on Basic Education Council 7 on Higher Educ. Council 3 General at large	17	6	None Expense Paid	Chairman Appointed by and serves at pleasure of Governor	Yes
SOUTH DAKOTA	Appointed by Governor 1 from each Supreme Court district	7	5	$10.00 Expense Paid	Chairman Term – 1 year	Yes
WEST VIRGINIA	Appointed by Governor 1 from each congr. district 1 must be Negro	9	9	None Expense paid	President & Vice-President Term – 1 year	Yes

*All terms are overlapping

CHIEF STATE SCHOOL OFFICERS

OF ELEVEN SELECTED STATES

STATE	METHOD OF SELECTION	LENGTH OF TERM	SECRETARY OF BOARD	TITLE
ARKANSAS	APPOINTED BY STATE BOARD	AT THE PLEASURE OF THE BOARD	YES	COMMISSIONER OF EDUCATION
COLORADO (by Constitution)	APPOINTED BY STATE BOARD	AT THE PLEASURE OF THE BOARD	YES	COMMISSIONER OF EDUCATION
CONNECTICUT	APPOINTED BY STATE BOARD	AT THE PLEASURE OF THE BOARD	YES	SECRETARY OF STATE BOARD AND COMMISSIONER OF EDUCATION
GEORGIA (by Constitution)	ELECTED ON A PARTISAN BALLOT	4 YEARS	YES	STATE SCHOOL SUPERINTENDENT
MINNESOTA	APPOINTED BY STATE BOARD CONFIRMED BY SENATE	6 YEARS	YES	COMMISSIONER OF EDUCATION
NEW MEXICO	APPOINTED BY STATE BOARD	AT THE PLEASURE OF THE BOARD	YES	SUPERINTENDENT OF PUBLIC INSTRUCTION
OHIO (by Constitution)	APPOINTED BY STATE BOARD	AT THE PLEASURE OF THE BOARD	YES	SUPERINTENDENT OF PUBLIC INSTRUCTION
OREGON	ELECTED	4 YEARS	YES	SUPERINTENDENT OF PUBLIC INSTRUCTION
PENNSYLVANIA (by Constitution)	APPOINTED BY GOVERNOR CONFIRMED BY 2/3's SENATE	4 YEARS	NO	SUPERINTENDENT OF PUBLIC INSTRUCTION
SOUTH DAKOTA (by Constitution)	ELECTED NON-PARTISAN	2 YEARS	YES	SUPERINTENDENT OF PUBLIC INSTRUCTION
WEST VIRGINIA (by Constitution)	APPOINTED BY STATE BOARD	AT THE PLEASURE OF THE BOARD	NO	SUPERINTENDENT OF FREE SCHOOLS

ARKANSAS

State Board of Education

The Arkansas school system had its origin in Article XIV of its state constitution. Section 4 of this Article authorizes the state General Assembly to provide for the necessary officers to supervise and execute such laws as are enacted for regulating the public schools. On the basis of an 1875 statute, a chief state school officer was provided until 1931. That year the legislature created a state board of education through the passage of Act 169. With some subsequent amendments the law has strengthened provisions for the state board of education. The law empowers the governor to appoint the members of the state board who must be confirmed by the senate. Nine members are appointed, one from each of six congressional districts, and the remainder at large from within the state. Members are appointed for nine-year overlapping terms with one member's term expiring each year.

A person appointed to serve on the board must be a qualified elector, of high moral standards and of recognized ability. No person shall be eligible to serve on the state board who is a candidate for public office or holds a public office of the state; no school teacher, commissioner of education, county or city superintendent, state supported college teacher or administrator; nor a member of any board of trustees of any state institution of higher learning.

A chairman and vice-chairman are elected by the board from its membership. The Commissioner of Education is authorized to act as ex officio secretary of the board without vote.

The annual meeting of the state board is required to be held on the second Monday in September, and quarterly meetings are held on the second Monday in December, March and June. Board members receive $15.00 per diem for attending regular and special meetings plus actual expense.

The State Board of Education serves as the State Board of Vocational Education, the State Board of Vocational Rehabilitation and the Arkansas Illiteracy Commission.

COLORADO

State Board of Education

The Colorado constitution, which was adopted in 1876 when the state was admitted to the Union, provided for a system of public schools in Article IX, Section 2 as follows:

> "The general assembly shall, as soon as practicable, provide for establishment and maintenance of a uniform system of free public schools throughout the state wherein all residents of the state between the ages of 6 and 21 years may be educated gratuitously."

On the basis of this provision the legislature provided for a superintendent of public education who was elected by popular vote prior to 1950. The Colorado constitution was amended in 1948 to provide for a state board of education, as follows:

> Article IX, Section 1, "Supervision of schools—board of education. The general supervision of the public schools of the state shall be vested in a board of education whose powers and duties shall be as now or hereafter prescribed by law. Said board shall consist of one member from each congressional district of the state and, if the total number of such congressional districts be an even number, one additional member . . ."

The members of the state board are nominated and elected by the qualified voters of the 4 congressional districts they represent and the member at large is nominated and elected in same manner as other state officers. Vacancies are filled by the state board and the appointee serves until the next general election.

The board members are required to be qualified voters of the congressional district they represent and they are elected for six-year overlapping terms. A chairman and vice chairman are elected from the board membership for two-year terms. The board elects the commissioner of education, who is the secretary. Quarterly meetings are to be held by the board and special meetings may be held at other times when necessary. In actual practice board meetings are held monthly. Members receive no compensation but are reimbursed for the actual expense in the performance of their duties.

CONNECTICUT

State Board of Education

The public school system of Connecticut had its origin in Article VIII, Section 1 of its constitution which is as follows:

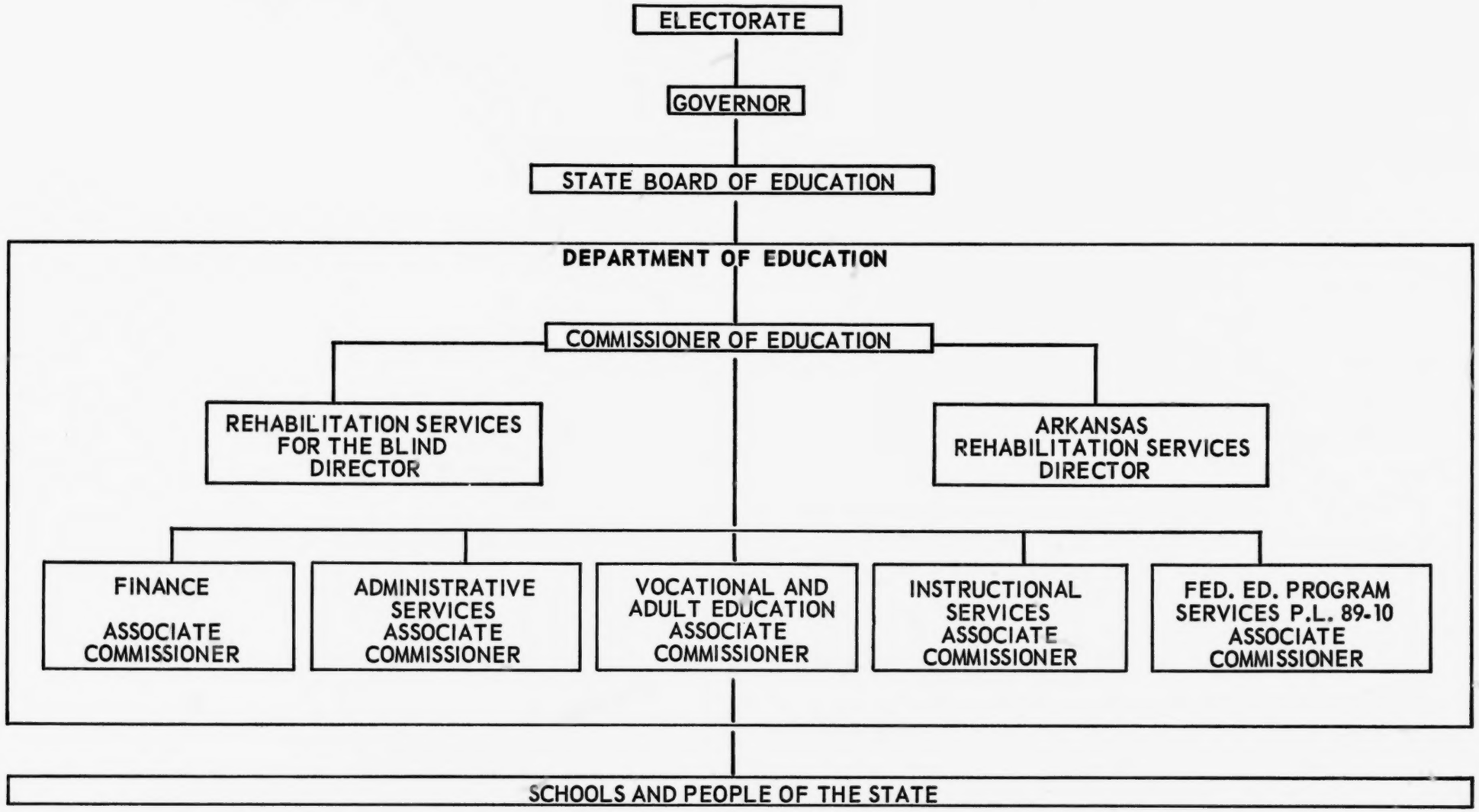
> "There shall always be free public elementary and secondary schools in the state. The general assembly shall implement this principle by appropriate legislation."

In 1838 the general assembly authorized the formation of the Board of School Commissioners, which was directed to supervise the common schools. It appointed its own secretary who was not a board member. This board was abolished in 1842. A commissioner of the common school fund served as commissioner of common schools until 1865. At that time the general assembly created a board of education representing the congressional districts with the governor and the lieutenant governor as ex officio members. That board could appoint its own secretary. The next major change came in 1919 when the board membership was increased to nine members, one from each of the counties. The appointments are made by the governor in May of the biennium when the general assembly is in session. Three members are appointed for six-year overlapping terms and assume their office on July 1 following the appointment. Vacancies are filled for the unexpired terms by the governor.

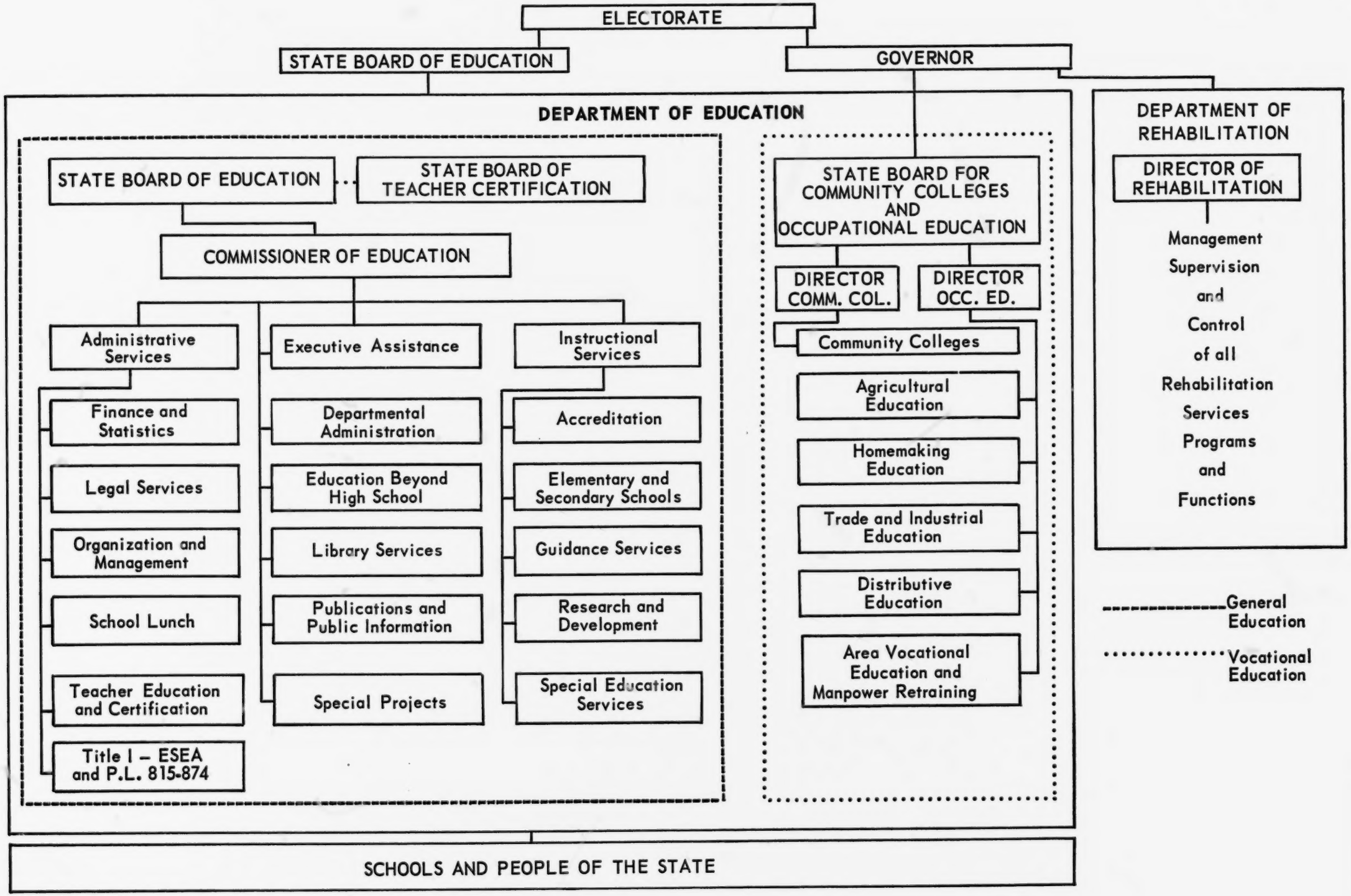
The board elects one of its own members as chairman for a two-year term. It appoints a secretary who also serves as the commissioner of education. An assistant secretary may be appointed and also a prosecuting agent.

The state board of education serves as the State Board of Vocational Education and for Vocational Rehabilitation.

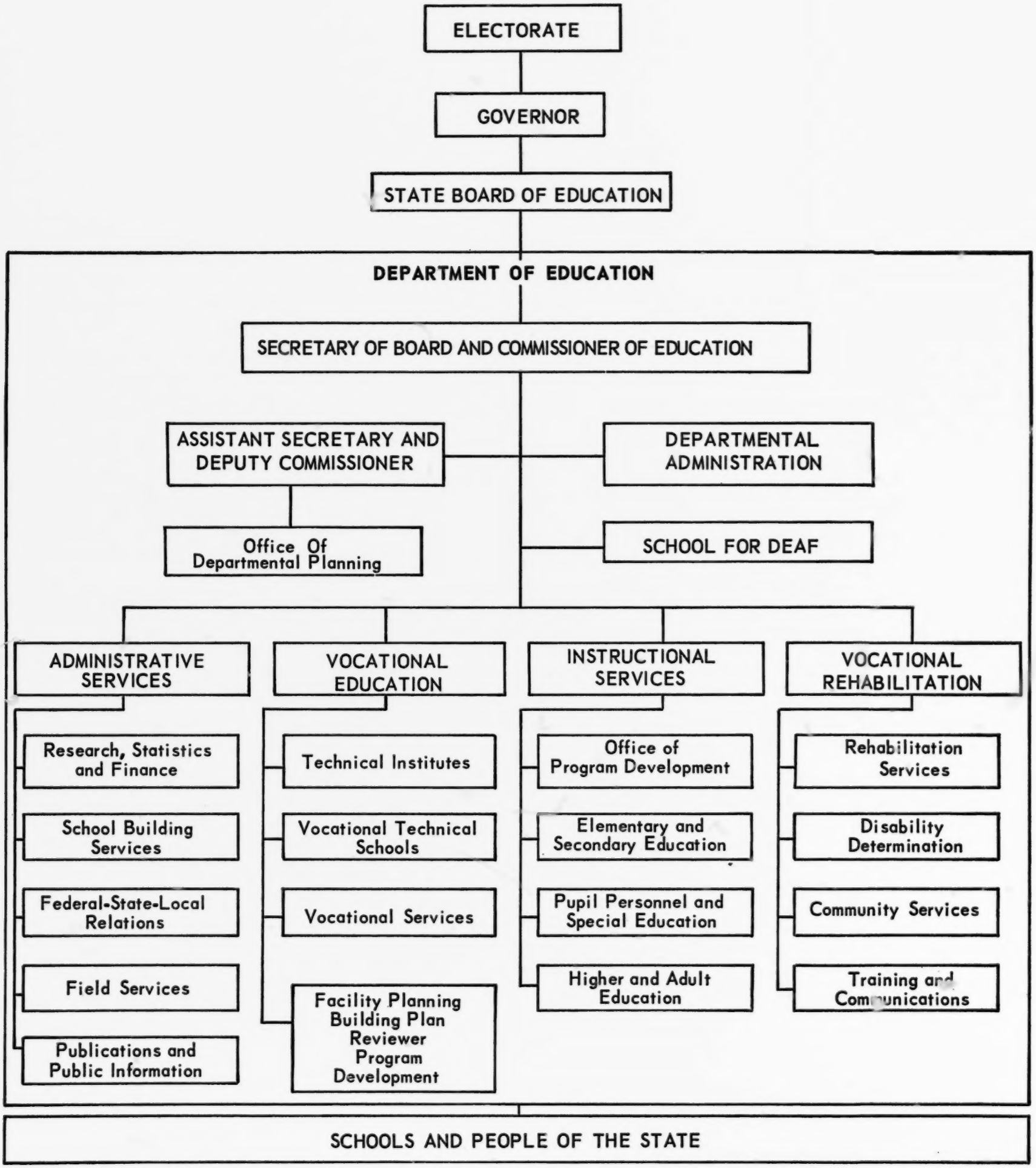
ARKANSAS STATE EDUCATION STRUCTURE



COLORADO EDUCATION STRUCTURE



CONNECTICUT EDUCATION STRUCTURE



Board members are entitled to reimbursement for the expense incurred in the performance of their duties.

GEORGIA

State Board of Education

The Georgia state constitution in Article VIII, Section II provides for the appointment of a state board of education specifying the length of terms, eligibility and its role in education. In conformance with the provisions of the constitution the General Assembly has enacted the essential legal procedures.

A state board of 10 members, one from each congressional district, is appointed by the governor with the advice and consent of the senate.

Board members are appointed for seven-year overlapping terms and serve until their successors are appointed and have qualified. When a vacancy on the board occurs, because of death, resignation or for other causes, the state board by secret ballot shall elect a member to fill such vacancy until the next session of the general assembly. The governor makes appointment of members to fill the unexpired terms. Appointments made when the senate is not in session, are tentative until approved by the senate.

Members of the state board must be citizens of the state of Georgia, who have resided continuously for five years in the state before their appointment. A person is ineligible for appointment to the state board: if he is or has been connected with or employed by a schoolbook publishing concern; if he is employed in a professional capacity by a private or public educational institution, if he is employed by the state department of education. In case a person becomes so employed after becoming a member of the state board, his place becomes vacant immediately.

The board elects its own chairman and fixes his term. The state superintendent of public instruction serves as the executive secretary for the state board and is its agent to enforce and administer the regulations adopted by the board.

The board is required to hold quarterly meetings and such other meetings as may be necessary. Members receive compensation of $20.00 per diem for each day in attendance at meetings and when serving on committees authorized by the state board.

The State Board of Election serves as the State Board of Vocational Education. It has the powers and duties specified in the constitution and in the statutes and such additional powers and duties as may be enacted from time to time by the General Assembly.

In addition to other powers the State Board possesses authority to manage and control the Georgia Academy for the Blind and the Georgia School for the Deaf.

MINNESOTA

State Board of Education

The Minnesota legislature is required by the state constitution to provide for education as set forth in Article VIII, Sections 1 and 2 which are as follows:

Section 1. "The stability of a republican form of government depending mainly upon the intelligence of its people, it shall be the duty of the legislature to establish a general and uniform system of public schools."

Section 2. "The legislature shall make such provisions by taxation or otherwise, as with the income arising from the school fund, will secure a thorough and efficient system of public schools in each township in the state."

Prior to 1859, the territorial legislature of 1849 had made provision for the appointment of a Superintendent of Common Schools by the Governor of the territory.

The 1859 legislature authorized the appointment of a Superintendent of Public Instruction for a two-year term by the Governor with the confirmation by the senate. The office continued in that manner until 1913 when the title was made "Superintendent of Education" and the term extended to four years. His authority extended only to the common schools of the state.

The legislature of 1878 enacted Chapter 36 which provided for the creation of a High School Board composed of the President of the University, Superintendent of Public Instruction and one person appointed by the Governor.

According to General Statutes of 1913, Section 2888-2892, the High School Board membership was increased to five and the Superintendent of Public Instruction served as the executive officer.

The legislature of 1919 enacted Chapter 334 creating a State Department of Education under the direction of the State Board of Education composed of five representative citizens. Board members were appointed for five-year overlapping terms by the Governor with the approval of the Senate.

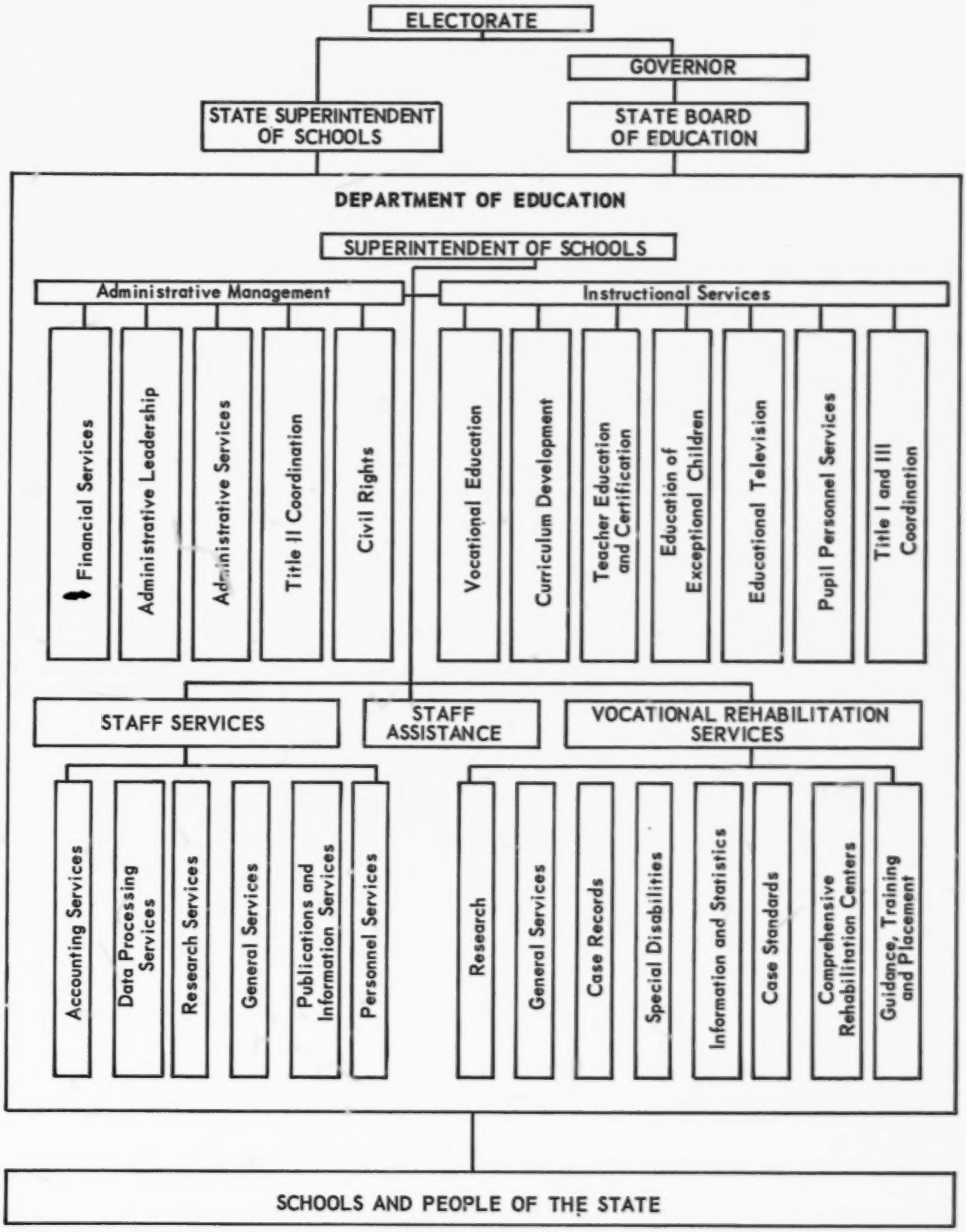
The foregoing procedure was changed by Chapter 491, Laws 1951 which provided for a seven member board. Under that law appointments are made by the Governor with the approval of the Senate for seven-year overlapping terms, one expiring each year. Vacancies on the board are filled by the Governor for the unexpired term.

A chairman is selected annually by the board from its membership but no member may serve in this capacity more than three years during a single term of appointment. The Commissioner of Education serves as executive secretary of the board. Statutes provide that no board member shall hold any public office or be engaged in any capacity where a conflict of interest may arise. Each board member is required to take an oath of office.

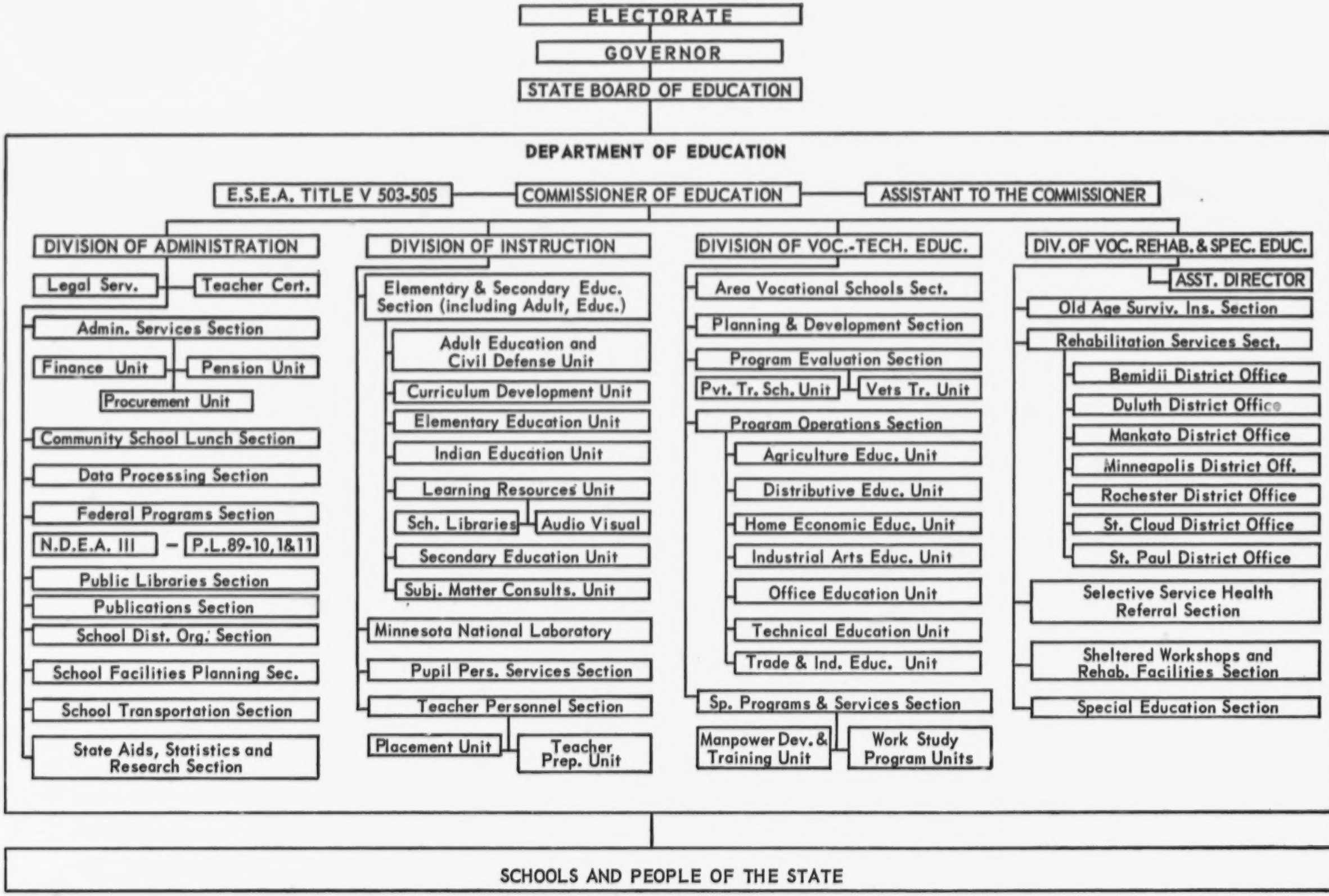
The state board is required to hold its annual meeting on the first Tuesday in August and to hold quarterly meetings; also it may hold special meetings as it may deem necessary. Members receive compensation of $25.00 for each day devoted to the performance of their duties plus the actual expense.

The State Board of Education serves as the State Board of Vocational Education and for Vocational Rehabilitation.

GEORGIA EDUCATION STRUCTURE



MINNESOTA EDUCATION STRUCTURE



NEW MEXICO

State Board of Education

The constitution of New Mexico provides for the establishment of a system of public schools in Article XII, Section 1 which is as follows:

> "A uniform system of free public schools sufficient for the education of and open to, all children of school age in the state shall be established and maintained."

Section 6 of Article XII provides for the creation of a "state department of public education" and a "state board of education" and setting forth the authority of the state board. It provides that the members shall be elected at a general election, one from each of the ten judicial districts of the state. Members are elected to six-year overlapping terms. No specific provision is made for filling vacancies, and the matter of selecting a chairman is left to the volition of the board.

The superintendent of public instruction is appointed by the state board for an indefinite term. The superintendent of public instruction serves as secretary of the state board and he is authorized to direct the state department of public education. The board is empowered to delegate to the state superintendent such administrative and executive functions as it may deem advisable.

Meetings of the board are to be held as it may determine in the offices of the department of education. Board members receive $20.00 per diem and travel allowance on a mileage basis.

The State Board of Education is designated as the State Board of Vocational Education and Vocational Rehabilitation.

Membership of the state board shall comprise the Public School Plant Facilites Commission.

Public School Finance Board of nine members is appointed by the governor to review all matters relating to school district finance, budgeting and distribution of state aids.

OHIO

State Board of Education

The Ohio constitution, Article VI, Section 4 was amended at the general election in 1953. The amendment is as follows:

> "There shall be a state board of education which shall be selected in such a manner and for such terms as shall be provided by law. There shall be a superintendent of public instruction, who shall be appointed by the state board of education. The respective powers and duties of the board and of the superintendent shall be prescribed by law."

To carry out provisions of the new constitutional amendment, the Ohio General Assembly enacted the essential legislation in 1955 which is set forth in Sections 3301 to 3307 of the statutes.

The state board of education is composed of 24 members, one member elected on a nonpartisan ballot from each of the districts that coincide with the congressional districts in existence on January 1, 1955. Members are elected at the general elections for six-year overlapping terms. Elections are held biennially with about one-third of the districts electing a board member each biennium. In case of a vacancy, the governor appoints a successor to serve until the next general election.

The officers of the board are president and vice-president who are nominated and elected by secret ballot at the biennial organization meeting. These officers serve for a two-year term and by board policy cannot succeed themselves. After a two-year interim period they may again be elected to an office previously held. The superintendent of public instruction serves as secretary to the state board. Regular meetings of the board are held on the second Monday of January, April, July and October and special meetings are held as provided by law.

Fifteen members in attendance is required for a quorum. Each board member receives compensation of $20.00 per day for each day of actual attendance at meetings but not to exceed payment for more than twelve days in a calendar year plus actual expense incurred in the performance of his duties of board business.

The state board of education serves as the state board for vocational education. It determines the educational policy for the state and performs the duties and exercises the powers set forth in the statutes.

As a special function the state board directs the operation of the School for the Blind and School for the Deaf.

OREGON

State Board of Education

The state board of education in Oregon as provided for in the 1965 Statutes, Section 326.011, is composed of seven members appointed by the governor subject to confirmation by the senate for seven-year overlapping terms. Members must be residents of Oregon, one from each congressional district and the remainder at large. The terms of appointment become effective on July 1.

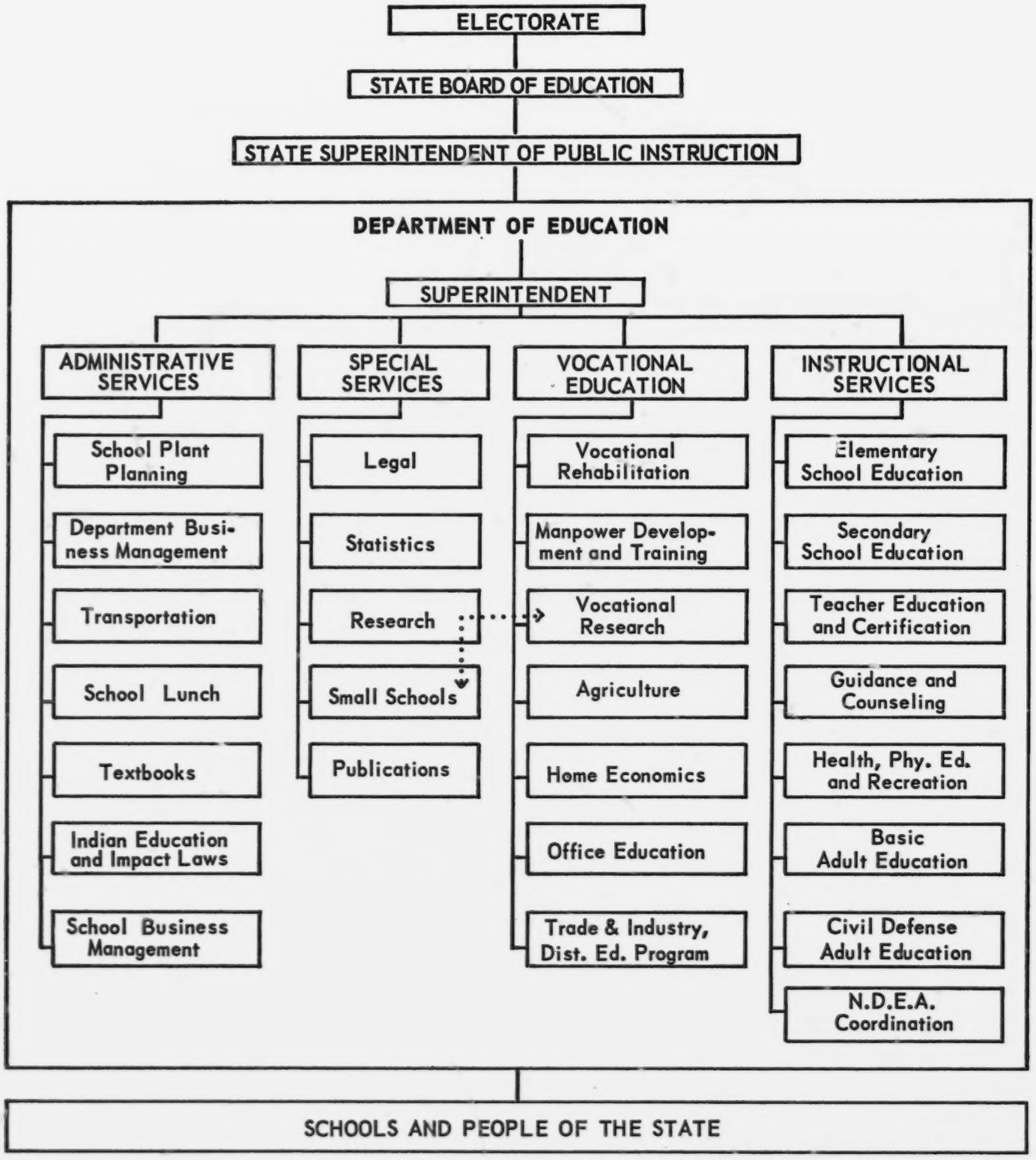
Members of the state board may be removed by the governor at any time after due notice and hearing. Vacancies are filled by the governor for the unexpired terms. No member shall be engaged in teaching or in the administration or operation of any school.

The board elects one of its own members to be chairman for one year beginning August 1. The superintendent of public instruction is the executive officer for the board.

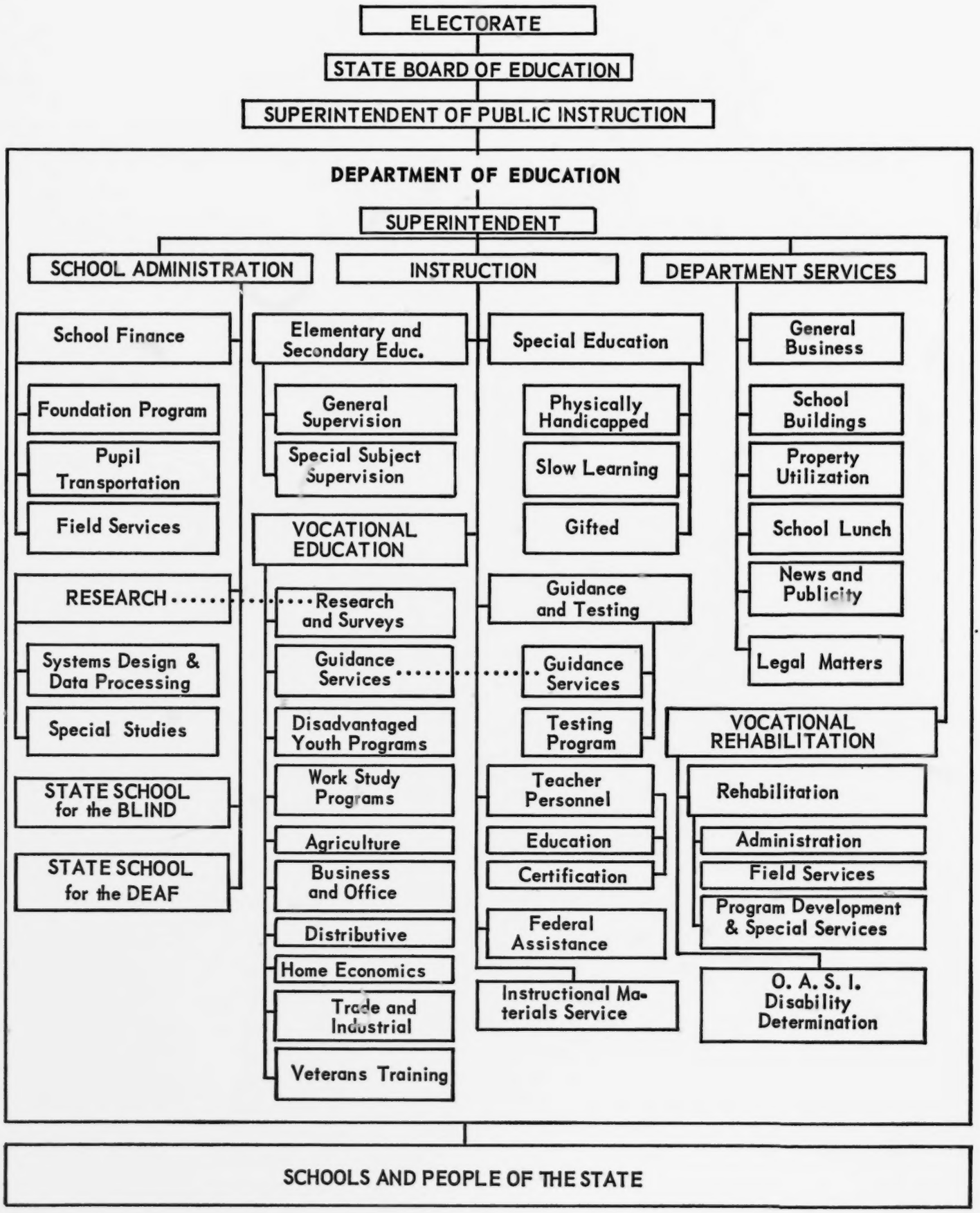
The state board of education is required to hold meetings in March, June, September and December of each year and may meet at such other times as may be necessary. Members receive compensation of $10.00 per day in the actual performance of their duties including travel time plus reimbursement of the expense incurred.

The State Board of Education serves as the State Board of Vocational Education. Members of the Board of Textbook Commissioners composed of five members are appointed by the state board for a term of four years serving concurrently. Each year the State Board of Higher Edu-

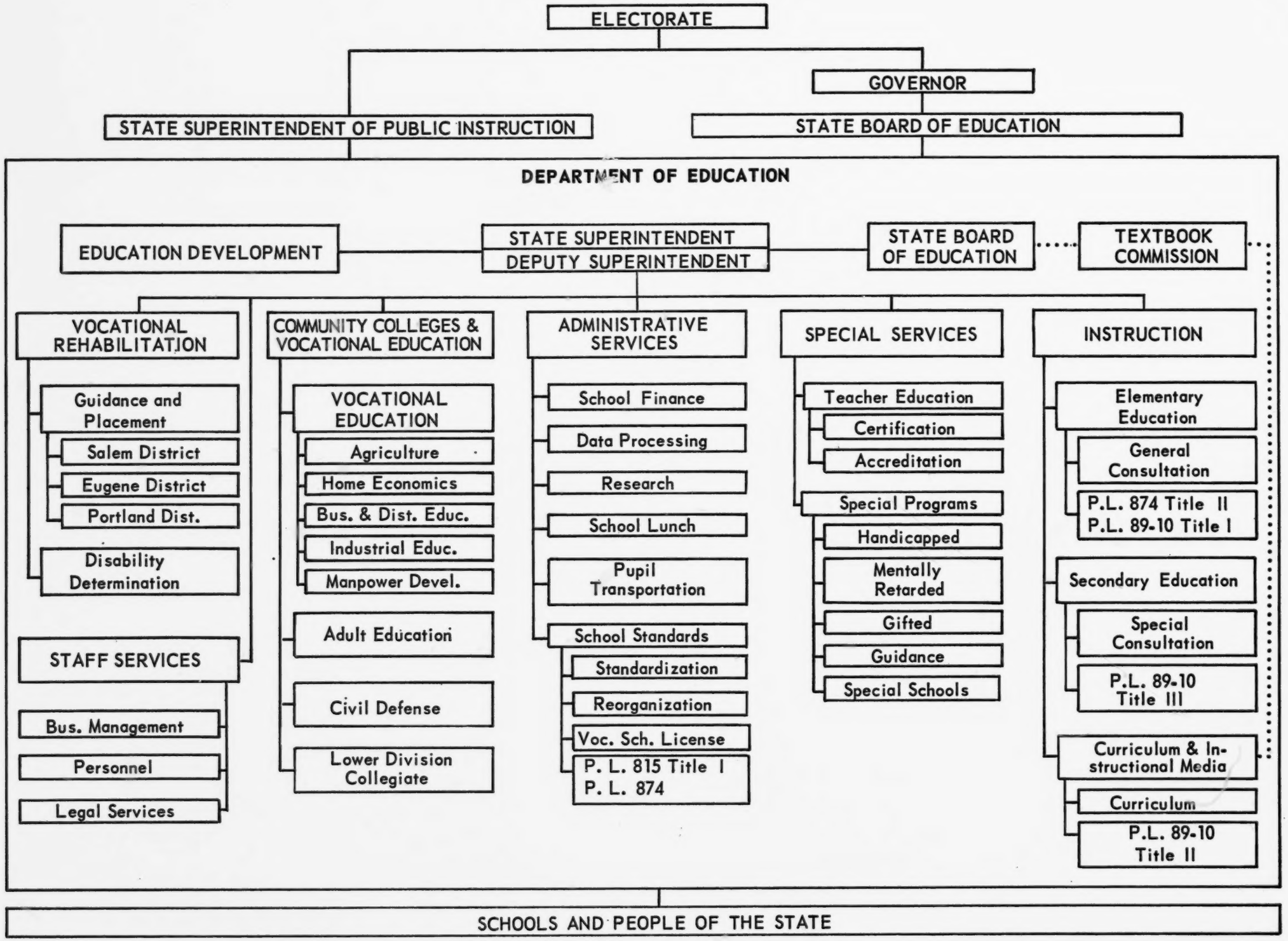
NEW MEXICO EDUCATION STRUCTURE



OHIO EDUCATION STRUCTURE



OREGON EDUCATION STRUCTURE



cation and the State Board of Education are required to hold a joint meeting to coordinate their activities and determining procedures for the solution of their problems. The State Board of Education directs and controls the state department of education and the general government of the public schools, and the community colleges.

PENNSYLVANIA

State Board of Education

The constitution of Pennsylvania Article X, Section 1, provides for establishment of a public school system as follows:

> "The General Assembly shall provide for the maintenance and support of a thorough and efficient system of public schools wherein all children of the Commonwealth above six years may be educated . . ."

Since the passage of the Pennsylvania Free School Act of 1834 the role of the state educational agency and the chief state school officer has passed through many stages of development. Act 366 of 1921 created the State Council of Education and provided for appointment of the Superintendent of Public Instruction as its president and executive officer, which held until 1963.

The General Assembly of 1963 enacted legislation which created a State Board of Education consisting of seventeen members, seven of whom serve also as member of the Council of Basic Education, seven others as members of the Council of Higher Education, and three members at large. The appointments are for six-year overlapping terms, made by the governor with the advice and consent of the two-thirds of all the members of the senate.

No member of the state board serving at large and not more than two serving on each council may be employed either in a school system, or in the department of public instruction or by any educational institution. At least two members serving on each council must have had previous experience with technical education or training.

The chairman of the state board of education and the chairman of each council are selected from the membership of each unit by the governor to serve at his pleasure. A secretary is employed by the state board and an executive secretary is assigned to each council. The superintendent of public instruction or his designated representative is the chief executive officer of the state board and is entitled to attend all meetings of the board and the councils.

The state board of education is required to meet five times a year as it shall determine and hold special meetings at the call of the chairman. Nine members constitute a quorum providing that at least four members from each council are in attendance. Members of the Council of Basic Education and of the Council of Higher Education hold meetings at the call of their chairman. The board chairman and the members at large are entitled to attend the meetings of the two councils. The board members receive no compensation but are reimbursed for the necessary expense in attending meetings of the board, the councils and committees.

The State Board of Education reviews the policies, standards, rules and regulations formulated by the Council of Basic Education and the Council of Higher Education and serves as the State Board of Vocational Education. State Board of Vocational Rehabilitation is a separate unit.

SOUTH DAKOTA

State Board of Education

The constitution of South Dakota provides for the establishment of a school system for the state in Article VIII, Section 1 as follows:

> "The stability of a republican form of government depending on the morality and intelligence of the people, it shall be the duty of the legislature to establish and maintain a general and uniform system of public schools wherein tuition shall be without charge, and equally open to all; and to adopt all suitable means to secure to the people the advantages and opportunities of education."

Provision has been made by the legislature for a seven member state board of education appointed by the governor with the approval of the senate, with the requirement that each supreme court district is represented on the board. The members are appointed to five-year overlapping terms and the vacancies are filled by the governor for the unexpired terms.

School teachers, county superintendents, school principals, members of any state board of higher education, or any officials of any institution of higher education during their term of service are prohibited from serving on the state board of education.

The board elects a chairman from its membership for a one-year term. The superintendent of public instruction is the ex officio secretary and the executive officer of the Board without power to vote.

The state board is required to hold meetings in the months of March, June, September and December of each year and may hold special meetings at such other times as may be necessary. A majority of the members in attendance is required as a quorum for the conduct of business. Compensation of $10.00 per day and reimbursement for actual expense is authorized.

The State Board of Education serves as the State Board for Vocational Education, and for Vocational Rehabilitation. The state board is responsible for adoption of policies for the government of the Department of Public Instruction and for the appointment and determination of salaries for the professional staff.

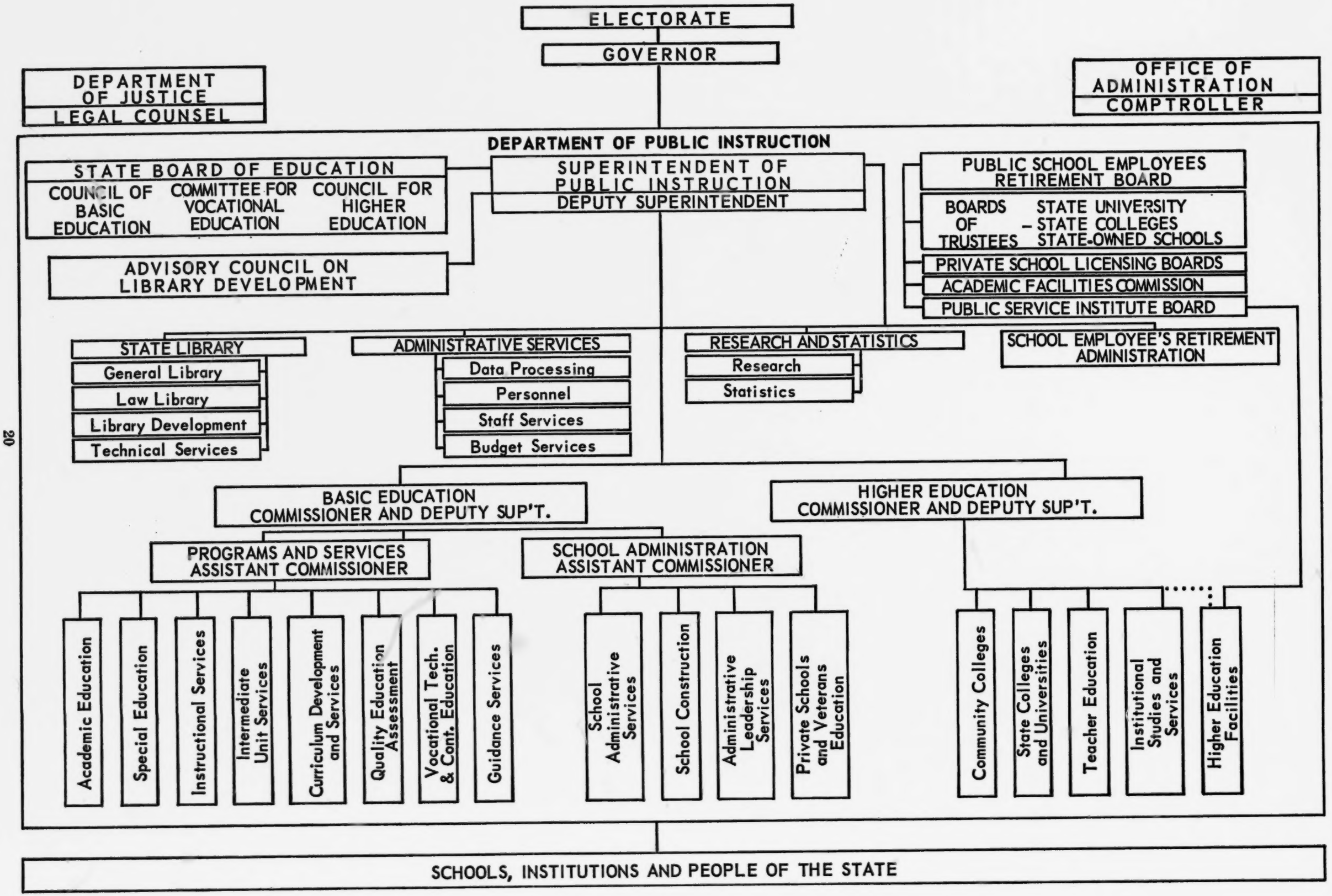
Article IV, Section 12 of the constitution of South Dakota provides for the election of a state superintendent of public instruction on a nonpartisan ballot for a two-year term. He appoints the deputy state superintendent of public instruction.

WEST VIRGINIA

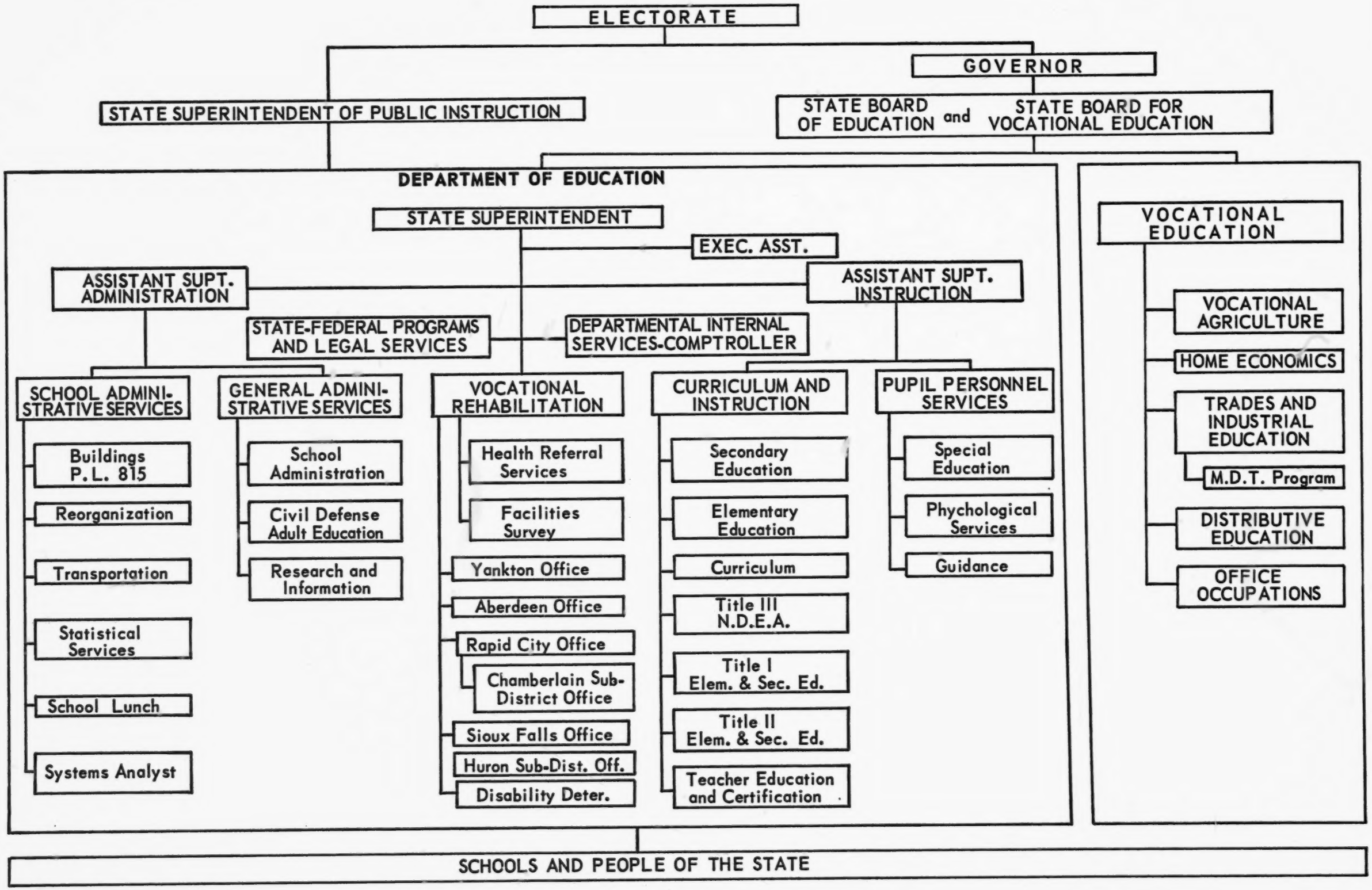
State Board of Education

The West Virginia constitution in Article XII, Section 1 provides for the establishment of a school system as follows:

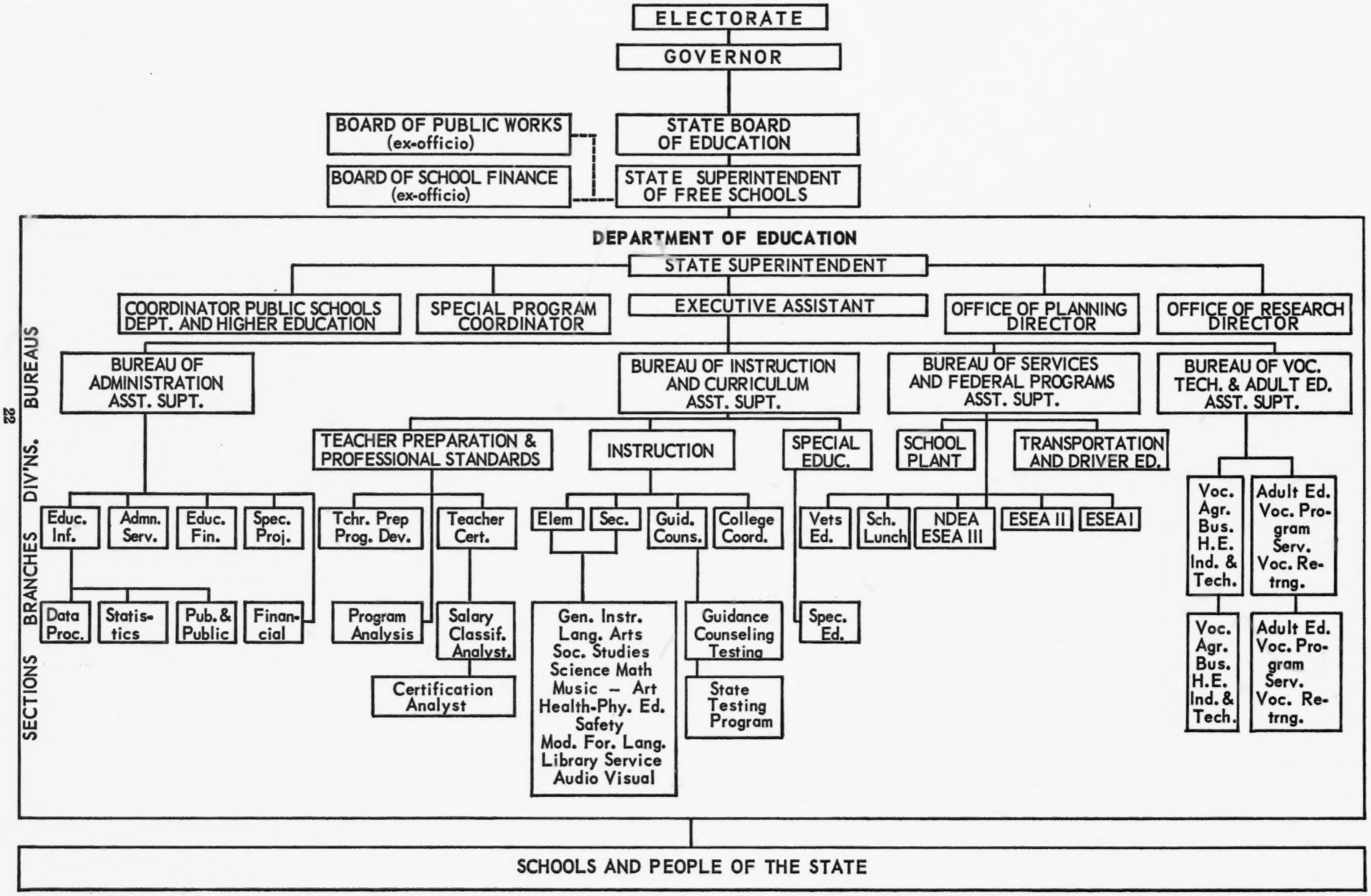
PENNSYLVANIA EDUCATION STRUCTURE



SOUTH DAKOTA EDUCATION STRUCTURE



WEST VIRGINIA EDUCATION STRUCTURE



"The Legislature shall provide, by general law, for a thorough and efficient system of free schools."

Section 2 of Article XII provides for the creation of a state board of education to be appointed by the governor with the advice and consent of the senate. Section 1726 of the Code provides for a board of ten members, one of whom shall be the state superintendent of schools, ex officio, without vote. The other nine members shall be citizens of the state appointed for nine-year overlapping terms which begin on July 1 following appointment. Vacancies are filled by the governor for the unexpired terms. Members are eligible for reappointment and are required to subscribe to the state oath of office.

One member of the board must be from each congressional district but not more than two, and at least one member is to be of the Negro race. Not more than five of the board members shall belong to the same political party and no more than two members shall be graduates of the same institution of higher learning. Any person who is a member of any political party executive committee or holds any other public office or public employment under the federal government or the government of the state or any of its political subdivisions, or who is an appointee or employee of the board is not eligible for appointment to the state board.

Board members may be removed from office by the governor for official misconduct, incompetence, neglect of duty or gross immorality in the manner prescribed by law for the removal of state elective officers.

Annually at its first meeting the board is required to elect a president for a one-year term who shall not succeed himself as president and one as vice-president. The board appoints a secretary and determines his salary. The state superintendent is the chief executive officer of the board. The state board selects the superintendent of free schools who serves at the pleasure of the board, is the chief school officer of the state and also serves on the Board of Public Works.

The state board is required to hold at least six meetings a year with time and place specified by the members. It may hold other meetings as it deems necessary. Board members receive no compensation but are reimbursed for the expense in the performance of their duties.

The State Board of Education serves as the State Board of Vocational Education and the superintendent of the free schools is the executive officer of the division of vocational education. The board appoints the director of the division of rehabilitation who administers the division independently of the superintendent of the free schools. The state board of education also serves as the governing board for several state educational institutions, including the schools for the deaf and blind.

The State Board of School Finance is composed of the superintendent of free schools, the state tax commissioner and the director of the budget. This board advises and assists the county boards of education in financial matters and approves the county school budget before final adoption by the county boards of education.

IV. ROLES OF STATE BOARDS OF EDUCATION

The roles to be performed by the state board of a single state or all states are not matters which have come into being full blown. Rather they have evolved bit by bit as need has developed or occasion demanded, and an orderly or systematic arrangement, even yet, has not been made in all cases.

Elsewhere in this report it is pointed out that in earlier days state school administration was accomplished more commonly under the hand of a single official rather than a board. The swing to board management has been coincident with steadily increasing number and kinds of roles to be performed. As the increase continues the need becomes ever more apparent for a record system where existant items can be identified and non-existant ones can be noted.

The most reliable sources of information on the roles for which state boards of education are responsible are the constitutions and statutory provisions of the respective states. In Chapter VI excerpts from state constitutions show basic provisions for state board authority in this respect. Also at the beginning of that chapter a citation is given from the laws of the state of Maryland, illustrating the kind of blanket authority that is provided in the statutes of most if not all the states. Careful review of all such provisions from the eleven project states resulted in the compilation of subjects shown in the following distribution as roles of state boards of education or chief state school officers.

Topics have been arranged into major classifications with various subdivisions and columnar spaces supplied for checking against individual state provisions. The letter B in the column for a given state means that the board in that state is charged with a role having to do with the topic shown to the left on that line. The letter C indicates a responsibility of the chief school officer. Where both letters appear the role is shared or carried by both usually on a cooperative basis. In order to have the checking as complete and authentic as possible the original check was made in the project office and submitted to each of the members of the executive council for verification or modification. Actual statement of roles varies from state to state and can be revealed only by refernce to state records. The following charts are intended to show roles by major and minor areas covered, as well as areas of concentration and distribution. Areas covered are:

A. Central Education Agency
B. Foundation and Finance Programs
C. Certification of Professional Personnel
D. School Standards and Curriculum
E. School District Oragnization and Reorganization
F. School Buildings and Sites
G. Federal Assistance Programs
H. Transportation of Pupils
I. Higher Education
J. Other Education Agencies and Institutions

ROLES OF THE STATE BOARDS OF EDUCATION

Summary of Statutes Setting Forth the Functions of Boards of Education
and the Chief State School Officers in the Participating States*

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
A. CENTRAL EDUCATION AGENCY											
1. *State Board of Education*											
a. Organization and Administration											
1) Selection of chief state officer	B	B	B	–	B	B	B	–	–	–	B
2) Appointment of deputy or assistants	B/C	B/C	B/C	B/C	B/C	B/C	B	C	C	C	B/C
3) Employment of department personnel	B/C	B/C	B/C	B/C	B/C	B/C	C	B/C	C	B/C	B/C
4) Prescribe duties of personnel	B/C	B/C	B/C	B/C	B/C	C	C	–	C	B/C	B/C
5) Determine salary schedule	–	B/C	–	–	–	B/C	B	–	–	B	B/C
6) Policies and rules of operation	B/C	B/C	B/C	B/C	B/C	B/C	B	B	C	B	B/C
7) Approve department organizations	B/C	B/C	B/C	B/C	B/C	B	B/C	B	–	B/C	B/C
8) Delegate executive functions	B/C	B/C	B/C	B/C	B/C	C	B/C	B/C	C	C	B/C
9) Executive officer and secretary	C	C	C	C	C	C	C	C	B/C	C	C
10) Maintain record of all proceedings	B/C	B/C	B/C	C	B/C	C	C	–	B	C	B
11) Provide certified copies and administer oaths	C	C	–	C	–	–	B/C	C	C	C	C
12) Designate and use of seal	B/C	B/C	–	B	–	–	B	–	C	–	–
13) Prepare and adopt budget	B/C	B/C	B/C	B/C	B/C	–	B/C	B/C	B/C	B/C	B/C
b. General Functions											
1) Governing authority of all public schools	B	B	B	B	B	B	B	B	B	B/C	B
2) General supervision and leadership	B	B/C	B	B	B/C	C	B	B	C	B/C	C
3) Adopt policies rules and regulations and execute same	B	B/C	B	B	B/C	B/C	B	B	B/C	B	B/C
4) Provide consultative service and visit schools	B/C	B/C	B	B/C	B/C	C	B	–	C	C	C
5) Prepare and distribute bulletins	C	C	B/C	B/C	B/C	C	–	–	B/C	C	C
6) Publish school laws	B/C	B/C	B	B/C	B/C	C	–	C	C	C	C
7) Interpret school law and policies	B/C	C	–	–	C	C	C	C	C	C	C
8) Appoint advisory committees	B/C	B/C	B/C	B/C	B/C	B/C	B/C	B/C	B/C	B	B/C
9) Maintain continuous program of research	B	B/C	B	B/C	B	B/C	B/C	C	C	B/C	C
10) Accept gifts of money and property	B	B	B	B	B	B	–	B	–	B	B
11) Prepare and submit reports with recommendations to governor and legislature	B/C	B/C	B	B/C	B/C	C	B/C	B	B/C	B/C	B/C
12) Uniform system of records, reports, accounts registers and other necessary forms	B	C	B	B	B/C	B/C	B/C	B/C	C	B/C	C
13) Census—directives and reports	B	B	–	B	B/C	B/C	B	B	C	–	C
14) Compulsory attendance	B	B/C	B	B	B	–	B	B	B/C	C	B/C
c. Specific Functions (Local)											
1) Conduct meetings of school boards, teachers and administrators	B/C	B/C	B/C	B/C	C	B	–	C	–	B	B/C

*Key—B—State Board of Education C—Chief State School Officer

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
A. Central Education Agency (Con't)											
2) Issue instructions to local boards	B/C	B/C	B/C	B/C	C	C	B/C	B/C	B/C	B/C	C
3) Provide supervisors or visiting teachers to local districts	B/C	–	B	–	–	C	–	B/C	C	B	–
4) Prescribe procedures for dismissal of employees and officers by school board	–	–	B	–	–	B	–	B/C	C	–	B
5) Receive and hear appeals of and for local boards and others	B	B/C	B/C	B	B/C	B	B	B/C	B/C	B/C	B
6) Approval of rental and transportation contracts	B	–	–	–	C	–	–	–	–	–	–
7) Interstate compacts	–	–	–	–	C	*	–	–	–	–*	–
8) Establish minimum salaries for teachers	–#	–	–	B	–	–	–	–#	–#	–	B
9) County Superintendent											
a) Supervise activities	–	–	–	–	C	–	C	–	C	C	C
b) Remove for cause	–	–	–	–	–	–	–	–	C	–	C
c) Appoint in certain cases	–	–	–	–	–	–	–	–	C	–	C
d. Cooperative Agencies											
1) Agencies of federal government	B/C	B/C	B/C	–	B/C	B/C	B/C	B/C	C	B/C	B/C
2) State board of health	–	–	–	–	B	B	–	–	–	C	–
3) Other state agencies	B	B	–	–	B	B/C	B	–	C	–	B/C

* Law authorizes local boards to make contracts.
# Schedules set forth in statutes.

B. FOUNDATION AND FINANCE PROGRAMS

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
1. *Foundation Aid*											
a) Adopt necessary rules and administrater program	B	B	–	B	B	–*	B/C	–	C	B/C	xx
b) Make determination of eligibility	B	B	–	B/C	B	–	B/C	–	C	B/C	xx
c) Calculate amount of aid to districts	B	B/C	–	B/C	C	–	C	–	C	C	xx
d) Make distribution of funds	B	B/C	–	B/C	C	–	C	–	C	B/C	xx
2. *Finance (State Aid)*											
a) Prescribe policies and rules	–	B	B	B	B/C	C*	B	B/C	B/C	–	xx
b) Calculate aids to districts	–	B/C	B	B/C	C	–	C	B/C	C	C	xx
c) Distribute aids and apportionment	B/C	C	B	B/C	B/C	–	C	B/C	C	C	xx
d) Distribute federal aids	B	B/C	B	B/C	B/C	–	B/C	B/C	B/C	B/C	–
e) Provide emergency aid	B	B	–	–	B	B*	–	–	B/C	–	C
f) Make withholding for compliance	B/C	–	–	B/C	B/C	–	C	B/C	C	–	C
g) Maintain financial records	B	B/C	B	B/C	–	–	C	–	C	C	C
h) Administer special funds	B	B/C	B	B/C	B	B	B/C	B/C	B/C	B/C	C
i) Supervise operation of school budget	B	C	–	B/C	–	–*	–	–	C	–	xx
j) Require audit of district accounts	B	B/C	–	–	B/C	–	–	–	C	–	–
k) Receive financial reports from districts	–	C	–	B/C	C	–*	–	C	–	–	xx

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
B. Foundation and Finance Programs (Con't)											
3. *Scholarships and Tuition*											
a) For students preparing for teaching	B/C	B	B	–	–	B/C	B	B	B	C	C
b) For high school and college students	–	–	B	–	B	–	–	–	B	–	–
c) For children of veterans	–	–	B	B	–	–	–	–	C	–	–
d) For children to other states	–	–	B	B	–	–	–	–	C	–	–

* Public School Finance Division xx—State Board of School Finance

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
C. CERTIFICATION OF PROFESSIONAL PERSONNEL											
1. *Certification Standards*											
a) Adopt qualifications for professional personnel	B	B	B	B	B	B	B	B	B	B	B
b) Specify types of certificates	B	B	B	B	B	B	B	B	C	B	B
c) Examinations to qualify for certificates in other professions	B/C	–	C	–	–	–	–	C	C	–	–
d) Teachers oath—administer and file	–	C	–	B/C	–	–	–	–	–	C	–
e) Provide teachers institutes	C	C	B	–	C	C	C	–	–	C	C
2. *Certification Procedures*											
a) Issue and renew certificates	B/C	B/C	B/C	B/C	C	C	C	C	C	C	B/C
b) Revoke or suspend certificates	B	B/C	B	B	B/C	B	B	B	C	C	B/C
c) Reciprocal arrangements with other states	–	B/C	B	B	B	B	–	–	B/C	B	–
d) Determine and collect fees	B/C	–	C	–	B/C	B/C	C	C	–	B/C	B/C
3. *Commissions or Boards*											
States with Commissions or State Boards on Teacher Certifications	B/C	B/C	–	B/C	–	B	–	B/C	–	B/C	–
D. SCHOOL STANDARDS AND CURRICULUM											
1. *Standards for Schools and Classes*											
a) Adopt standards for all elementary and secondary schools	B	B	B	B	B	B	B	B	B	B	B
b) Appraise and classify schools	B	B/C	B	B/B	B/C	C	C	–	C	B/C	B/C
c) Standards for classes											
1) Kindergarten	–	B	–	–	C	B	B	–	B/C	B/C	B/C
2) Handicapped children	B	B	B	B/C	B/C	B/C	B	B/C	B/C	B/C	C
3) Migrant children	–	B	–	–	–	B/C	B	B	B/C	B/C	–
4) Summer and part-time	B	B	–	–	B	B/C	B	B	B/C	B/C	B/C
5) Adult education	B	B	B	B/C	B	B/C	B	B/C	B/C	B	B/C
6) Driver education	–	B	B	–	C	B	–	C	B/C	–	B/C
d) Report and application forms	B/C	B/C	B/C	B/C	B/C	C	B/C	B/C	C	C	B/C

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
D. School Standards and Curriculum (Con't)											
2. *Curriculum and Course Credits*											
a) Prepare and distribute											
1) General curriculum guides and courses of study....	B	B/C	B	B/C	B	C	C	B/C	B/C	B/C	B/C
2) Special area guides (Health and physical education, state history, constitutions of state and nation and gifted programs).....	B/C	B/C	B	B/C	B/C	C	C	B/C	C	B/C	B/C
3) Instructional materials (Traffic and fire safety, narcotic and alcohol programs, patriotic programs, etc.).....	B	B/C	B	C	B/C	C	C	C	C	B/C	B/C
b) Provide for state examinations.....	–	–	–	–	B/C	–	–	–	C	–	C
c) Determine graduation requirements.....	–	–	–	–	B	B	–	–	B/C	–	C
3. *Textbooks*											
a) Designate state textbooks or control sale.....	B/C	–	B/C	B	–	B	C	B/C	–	B	B
b) Textbook commissions or committees.....	B	–	–	B	–	–	–	B/C	–	–	B
c) State textbook library.....	–	–	–	–	C	–	–	–	–	–	–
E. SCHOOL DISTRICT ORGANIZATION											
1. *Administration*											
a) Adopt criteria.....	B/C	B/C	–	B/C	C	B/C	B/C	B/C	B/C	C	C
b) Approval of final plans for reorganization and land transfer.....	–	C	B	B/C	C	B	–	B	B	–	C
c) Approval of special types of districts.....	B	–	–	–	C	B	B	B	B	–	–
d) Consolidation of districts.....	B	C	–	–	C	B	B	B	B/C	C	–
e) Dissolution and annexation.....	B	C	B	–	–	B	B	–	B/C	–	–
f) Receive reports on charges in boundaries.....	–	C	–	–	C	B	–	C	–	C	–
2. *Services Provided*											
a) Provide consultative and advisory services.....	B/C	B/C	B/C	B/C	B/C	B/C	C	B	C	C	–
b) Perform surveys.....	B/C	C	–	B/C	C	B/C	B/C	B/C	B/C	C	–
c) Hearing of appeals on reorganization and consolidation	B	B	–	–	C	B	B	C	B	–	–
d) Assignment of identification number.....	–	–	–	–	C	–	–	–	–	–	–
F. SCHOOL BUILDINGS AND SITES											
1. *General Provisions*											
a) Establish school building and site standards.....	B	–	B	B/C*	B	–	B	–	B#	B	B##
b) Prepare plans and specifications.....	B	–	–	–	–	–	–	–	–	–	–
c) School construction advisory committee.....	–	B/C	B	–	–	C	–	–	B	–	B/C
d) Employ staff.....	–	–	B	B/C	B	B	C	–	C#	B	–

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
F. School Buildings and Sites (Con't)											
2. *Examination and Approval*											
a) School site	–	–	–	B/C	C	B/C	C	C	C	C	C
b) Building plans and specifications	B	–	B	B/C	C	B/C	C	B/C	C#	C	C
c) By other state agencies	–	–	–	–	–	–	–	–	–#	–	–
3. *Financial*											
a) Approval of bond issues and capital loans	B/C	–	–	–	C	–**	B	C	C	–	##
b) Approve expenditures for buildings	B	–	–	–	–	–**	B	–	C	–	##
c) Administration of building construction fund	–	–	B	B/C	–	**	C	–	C	–	–
d) Administering revolving fund	B/C	–	–	–	–	**	–	–	C	–	–

*State Building Authority **Public School Finance Division ##State Board of School Finance #School Building Authority

G. FEDERAL ASSISTANCE PROGRAMS

1. *General Provisions*											
a) Adopt rules for administering federal programs	B	B	B	B/C	B	B	B	B	B	B	B
b) Specific programs											
1) School lunch	B	B	B	B/C	B	B/C	B	B/C	C	B	B/C
2) Library—Grant-in-Aid	–	B	B	B/C	B	B/C	–	–	C	B	–
3) Vocational education	B	–	B	B/C	B	B/C	B	B	B/C	B	B/C
4) Vocational rehabilitation	B	–	B	B/C	B	B/C	B	B	–	B	B
5) Surplus equipment	B	–	–	B/C	–	–	B	–	B/C	B	C
c) Other federal programs such as NDEA, etc.	B	B	B	B/C	B	B/C	B	B	B/C	B	B/C
2. *Vocational Programs*											
a) Board of vocational education	B	*	B	B	B	B	B	B	B	B	B
b) Vocational education											
1) Administer and supervise	B	–	B	B/C	B/C	B/C	C	B	C	B	B/C
2) Adopt policies and rules	B	–	B	B/C	B	B/C	B	B	B	B	B
3) Establish area vocational schools	B	–	B	B	B/C	B/C	–	B	B/C	B	B
4) Accept gifts and provide for their use	B	–	B	B	B/C	B/C	–	B	–	B	B
c) *Vocational Rehabilitation*											
1) Administer and supervise	B	–*	B	B/C	B/C	B/C	C	B	–*	B	B
2) Adopt policies and rules	B	–	B	B	B/C	B/C	B	B	–	B	B
3) Provide training programs	B	–	B	–	B/C	B/C	–	B	–	B	B
4) Accept gifts and provide further use	B	–	B	B	B/C	B	–	B	–	B	B
d) *Submit Reports To Federal Agencies*	B	–	B	B/C	B/C	B/C	B/C	B	B/C	B	B

*Administered by other agencies.

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
H. TRANSPORTATION OF PUPILS											
1. *General Administration*											
a) Adopt rules and enforce same	B*	B/C	–	B/C	B/C	B	B	B/C	B#	B	B/C
b) Prescribe specifications and design of buses	B	B/C	–	B	B/C*	B**	B	B/C	B/C	B	B
c) Purchase school buses	B	–	–	–	–	C	B/C	B/C	–	–	–
2. *Establish Qualifications of Bus Drivers*	C	B	–	B/C	B/C*	B	B	B/C	B/C	C*	B
3. *Determine and Calculate State Aid*	B/C	B/C	B	B	B/C	B/C**	B/C	B	C	C	##

*With State Highway Department **With Chief of Public School Finance Division #With Public Utilities Commission
##State Board of School Finance

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
I. HIGHER EDUCATION											
1. *Administration*											
a) Directs managements and operation	–	–	–	B	–	–	–	–	B	–	B
b) Grants charters to corporations for institutions of higher education	B	–	–	B	–	–	B	–	B	–	B
c) May revoke charters for cause	B	–	–	B	–	–	B	–	B	–	B
2. *Teacher Training Programs*											
a) Require approval	B	B/C	–	B	–	B	B/C	B	B/C	B/C	B
3. *Junior or Community College*											
a) Adopt criteria and rules	–	–	–	–	–	B	–	B/C	B	–	B
b) Make surveys and approve establishments	–	–	–	–	–	B	–	B	B/C	–	B
c) Finance cost of operation	–	–	–	–	–	–	–	B	C	–	–
d) Appoint staff	–	–	–	–	–	–	–	B	–	–	–
4. *Membership on Liaison Committee—Higher Education*	–	–	–	–	B/C	–	–	–	B	–	B
J. OTHER EDUCATION AGENCIES AND INSTITUTIONS											
1. *Public Library*											
a) Administers agency	–	C	B	B/C	B/C	–	–	–	C	B	–
b) Provide consultation services	–	C	B	B/C	B/C	–	–	–	C	B	–
c) Certifies Libraries	–	–	B	–	B	–	–	Q–	–	B/C	–
d) Appoints state librarian	–	B	–	–	–	–	B	–	–	–	–
2. *Schools for Blind and Deaf*											
a) Administers and operates	–	–	B	B/C	–	–	B	–	C	–	B
3. *Private Trade and Correspondence Schools*											
a) Prescribe rules and regulations	B	–	B	–	B	B	–	B	C	B/C	C
b) Issue, suspend or revoke licenses	B/C	–	B	–	B/C	B	–	B/C	C	–	C
c) Accredit academies or private high schools	B	–	B	–	–	B	–	–	–	B/C	–
d) Require reports	–	–	C	–	C	B	–	–	C	B/C	C

SUMMARY

Roles performed by state boards of education or through the central education agency are specified in the constitutional and statutory provisions of the respective states. In some instances the charge is to the board, in others to the chief school officer, and in still others to both.

A classification showing major areas most commonly covered in all states shows ten such areas with a number of subdivisions. In all there are 148 items which have been checked against and by all of the 11 project states. If all those state boards were responsible for everyone of the 148 role items there would be a total of 1628. Actual check shows 988, 404 of which are carried by boards, 224 by chief school officers and 360 jointly by both.

The major areas covered with the number of items under each are as follows:

A. Central Education Agency	41
B. Foundation and Finance Programs	19
C. Certification of Professional Personnel	10
D. School Standards and Curriculum	17
E. School District Organization and Reorganization	10
F. School Buildings and Sites	11
G. Federal Assistance Programs	17
H. Transportation of Pupils	5
I. Higher Education	9
J. Other Education Agencies and Institutions	9
Total	148

Compared with 100% applicability areas A and C show 70%, area H—74%, and area G—79%. Area I is the lowest with 34%, area F has 40%. The others vary slightly above or below 50% and all areas taken together show 60% applicability.

From the standpoint of comparative role responsibility boards alone are 70% or above in G and I, but 45% or below in all others. Chief school officers alone are up to 40% in only one area, that being F, and are at 4% in G and 2% in I. Areas in which responsibility is shared by the board and the chief officer is 34% or higher are A, B, C, D, E, and H. In all areas responsibility of board alone is 40%, chief officer alone 23% and both together 37%.

Table 1

ROLES OF THE STATE BOARDS OF EDUCATION

As provided in State constitutions and statutes

Categories	1 Number of Items	2 Possible Total	3 Actual Total	4 Board	5 Chief	6 Both
A. Central Education Agency	41	451	318	90	80	148
B. Foundation and Finance Programs	19	209	113	37	36	40
C. Certification of Professional Personnel	10	110	78	33	24	21
D. School Standards and Curriculum	17	187	102	37	22	43
E. School District Organization and Reorganization	10	110	59	20	17	22
F. School Buildings and Sites	11	121	49	18	20	11
G. Federal Assistance Programs	17	187	47	105	6	36
H. Transportation of Pupils	5	55	41	17	4	20
I. Higher Education	9	99	34	26	1	7
J. Other Education Agencies and Institutions	9	99	47	21	14	12
Totals	148	1628	988	404	224	360

Col. 1—Number of items in respective categories
Col. 2—Total of items if provided in all 11 states
Col. 3—Actual total provided in all 11 states
Col. 4—Total number assigned to board in all 11 states
Col. 5—Total number assigned to CSSO in all 11 states
Col. 6—Total number assigned to both in all 11 states

Chart 1

ROLES OF THE STATE BOARDS OF EDUCATION

Percents of Applicability

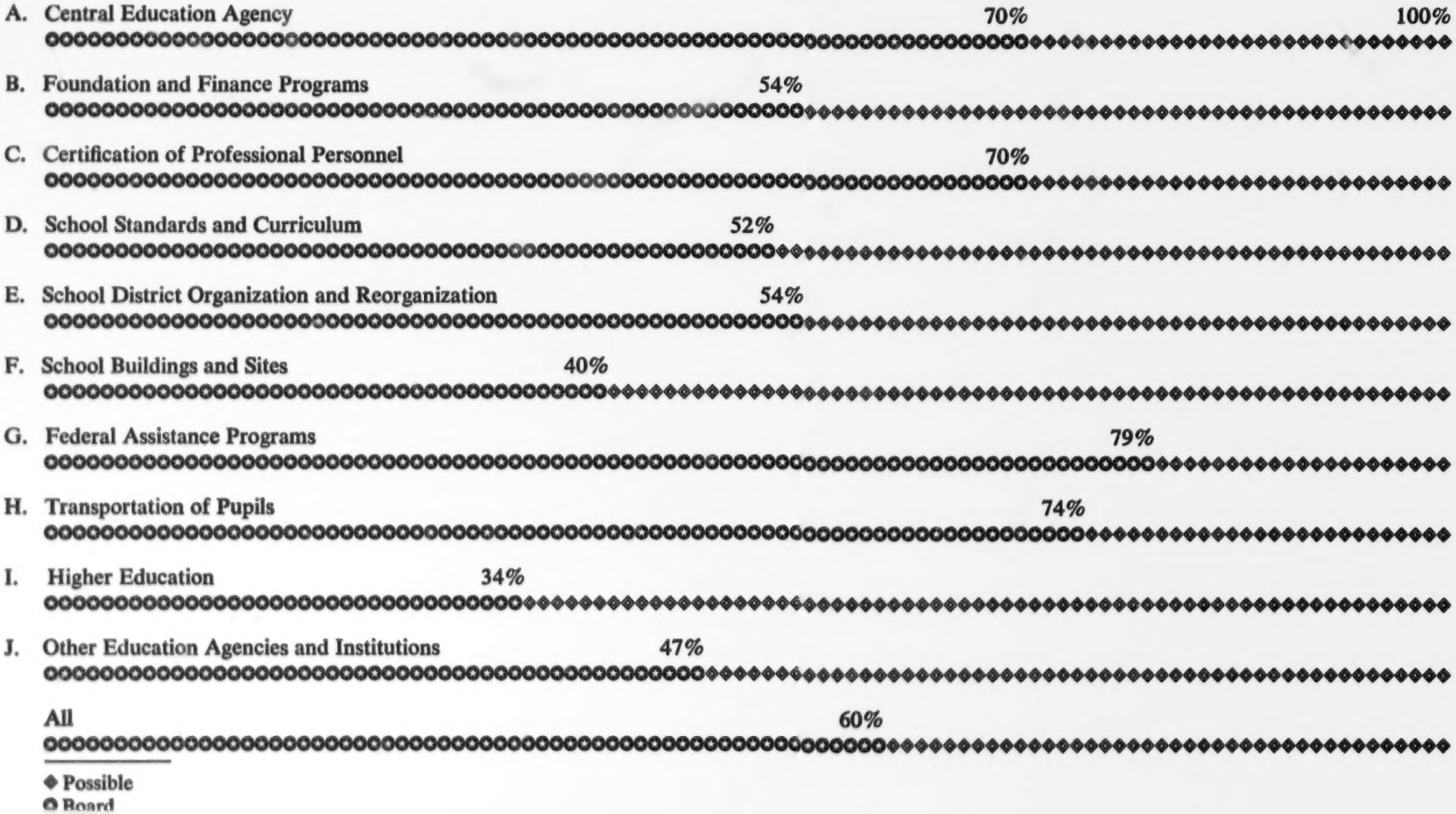
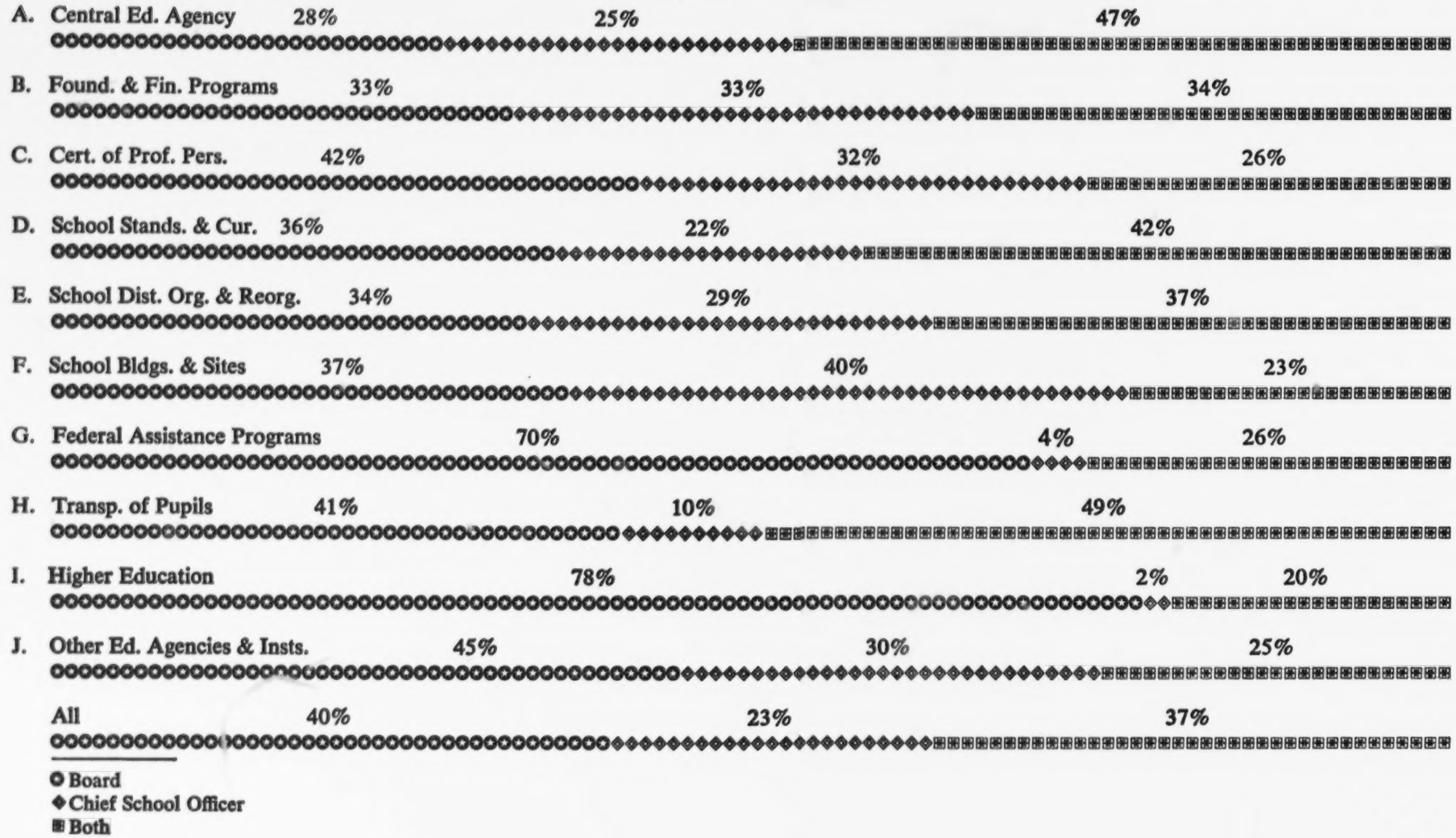


Chart 2

ROLES OF THE STATE BOARDS OF EDUCATION

Comparative Responsibility



V. RELATIONSHIPS

The Chief State School Officer

The closest, most continous, and most official of all the relationships sustained by the state board of education is its relationship with the chief state school officer. This close relationship exists, not only as a matter of practical operation, but because of legal provisions and requirements. In the pages which follow it will be noted that even in states where the board does not have the power of appointing the state superintendent, notably Georgia, Oregon and South Dakota, the statutes make certain specific provisions regarding the authority and action of the superintendent in relation to authority of the board.

The principle involved is supported in a treatment on administrative relationships by Evelyn Sholund in which she says:

> "The choice of an administrator or executive officer and his relationship to the board is a most important factor in successful and effective operation. While the administrator is acknowledged to occupy a non-policy making position, his responsibility to exercise a role of leadership cannot be minimized and should not be misinterpreted; either by himself, or his board of trustees. However the administrator must feel free to initiate the consideration of policy matters by his board. A good sense of timing, the extent to which he keeps his board informed and his judment regarding relative importance of one matter over another constitute one of the most important attributes of an administrator. This is particularly true and significant in the field of public administration, largely due to its dependence on public financing. The administrator must have a broad understanding of all factors which may have a direct and immediate impact for his board and those which may indicate long-term trends. The significance of any given matter should be presented fully, clearly and frankly in order that the board may arrive at the best possible policy decisions."(1)

Another noteworthy description of the relationship between the board of education and the chief state school officer is found in the Schleh Survey Report on the Minnesota Department of Education. The statement says:

> **"THE RELATIONSHIP BETWEEN THE BOARD OF EDUCATION AND THE COMMISSIONER**
>
> **"Board of Education**
>
> "It is understandable that problems can develop in the authority relationship between the Board of Education and the Commissioner unless there is a clear understanding of the part each plays in the State's educational plan.
>
> "The Board of Education has an important function to perform in deciding the policy and the direction of the educational program in light of legislation. It should not normally be involved in the detailed review of the departmental decisions. The Board of Education cannot effectively act in the capacity of a manager directing a department. The lack of day-to-day understanding of problems makes it impossible for detailed direction. The Board of Education's contribution, which cannot be performed by any other body, should be policy making, approving the mission of the Department and its sub-units, and the evaluation on a broad overall basis of the results that have been accomplished.
>
> **"Commissioner of Education**
>
> "The Commissioner of Education should be viewed as the director of the Department to whom has been delegated the requirement to accomplish the mission approved by the State Board of Education. This assignment should be accompanied by the normal authority to make the decisions needed to carry out this mission.
>
> "It should be the Commissioner's duty to recommend the policies needed in the Department to the Board of Education. However, the Commissioner should be given the authority to develop the procedures and prescribe the practices that will implement these policies.
>
> "Proposals for broad plans and programs, including the budgets for carrying out the State education, should be presented to the Board of Education by the Commissioner for their approval. The organization of the staff needed to carry out the assignment should be within the Commissioner's area of authority."(2)

In order to give a glimpse into the statutory provisions in the several project states significant excerpts follow:

ARKANSAS

Statutes 80-118

"Employment of Commissioner of Education. The State Board of Education is hereby empowered to employ a person to act as Commissioner of Education. Such person shall devote all of his time to the duties of this office, shall act as agent of the Board, and perform such other duties as are designated by the Board or by statute..... It is the specific intention of this Act to define and declare the Commissioner of Education to be an employee of the State Board of Education and no other interpretation shall be given to this section....."

COLORADO

Statute No. 123-1-11. "Commissioner of Education.—(1) The commissioner of education shall be the chief state school officer and executive officer of the department of education. He shall possess such professional qualifications as may be deemed appropriate for the office by the state board. (2) The commissioner shall be appointed by the state board, serve at the pleasure of the board, and receive such compensation as may be determined by the board.

(1) Evelyn Sholund—Trustees and Administrators of Retirement Systems—Municipal Finance, February 1966, Vol. XXXVIII No. 6

(2) Analysis of Organization and Management Practices, State of Minnesota Department of Education, Schleh Associates, Inc., Management Consultants, 1605 First National Bank Building, Minneapolis Minnesota-1966, Section VI.

(3) Before entering upon his duties, the commissioner shall subscribe to an oath of office, which oath shall be filed with the secretary of state."

CONNECTICUT

Chapter I—The Rules of the Board

Section 1. "General Purpose and Effect: The within rules and any amendments thereof adopted in conformity with their provisions shall control the action of the Board, its officers and committees, the executive heads of its administrative and operating organizations and their subordinates, including the president of the Teachers College of Connecticut, the presidents of the State Teachers Colleges, and the directors of State Trade Schools, and their subordinates."

Section 2. Definitions: "In these rules, unless the context otherwise requires, the following terms shall have the respective meanings hereby given to them, to wit:

'Board' shall mean the Connecticut State Board of Education.

'Department of Education' shall mean the Board's administrative and operating organization including the State Trade Schools.

'Secretary of the Board' shall mean the officer appointed by the Board pursuant to law, to record all acts of the Board and certify them to all concerned; to have custody of its records and papers; to prepare such routine business for presentation to said Board as may be necessary or advisable; to compile and publish, under the direction of the Board, all rules and regulations and acts which may be required in the discharge of the duties of the Board; and to have such other duties as the Board may prescribe.

'Commissioner of Education' shall mean the secretary appointed by the Board as executive head of the Department of Education, to direct and control all the activities and all employees of the Board and to administer such laws relating to education as the Board is required by law to administer, all subject to the rules and regulations and the approval of said Board....."

(At the 1939 biennial meeting of the Board, following the re-election of Mr. Albert I. Prince as Chairman, the Board adopted chapters I and II of the Rules. Later in 1941 articles I, II and III of chapter II became chapters II, III, and IV respectively, and chapter V had to do with the organization of the State Department of Education.)

GEORGIA

Statute No. 32-504

"Secretary and agent of State Board of Education. The State Superintendent of Schools shall be the executive secretary of the State Board of Education and the administrative officer of the State Department of Education. He shall enforce and administer the regulations adopted by the State Board of Education."

Statute No. 32-505

"Duties. The State Superintendent of Schools shall carry out and enforce all the rules and regulations of the State Board of Education and the laws governing the schools receiving State aid; he shall from time to time make such recommendations to the State Board as may affect the welfare and efficiency of the pubic schools....."

MINNESOTA

Statute No. 121.09

"Administration: Exceptions. The state board shall administer all laws relating to the commissioner, libraries and other pubic institutions, except such laws as may relate to state university and the state colloges."

NEW MEXICO

Statutes No. 73-2-1

"Powers and duties.—Subject to the supervision of the state board of education, the state superintendent shall have general supervision of public instruction and shall have the following powers and be charged with the following duties....."

OHIO

Resolution Adopted February 13, 1966

Section 101.8

"1. The Board recognizes that its function is basically that of determining policy.

2. The Board recognizes that administration is a separate and technical function, and that administration should be entrusted to a qualified Superintendent and his staff.

3. The Board conceives of the position of Superintendent as one permitting great freedom of action within the area of administration with broad opportunity for initiation and development of a basic program of education in Ohio.

4. While the adoption of ultimate policy is the function of the Board, the development and presentation of goals and methods for achievement of them will be within the Superintendent's area of activity. The Board while reserving its ultimate power of decision, will expect and be receptive to policy recommendations by the Superintendent.

5. The Superintendent will select and recommend his Department assistants and will be responsible for their activities."

OREGON

Statute No. 326.310

"Superintendent's educational duties. The Superintendent of Public Instruction shall exercise, under the direction of the State Board of Education, general superintendence of school officers and the public schools....."

PENNSYLVANIA

Act 94-1963—Section 1318

"Cooperation between the State Board of Education and Department of Public Instruction.

Educational policies, standards, rules and regulations promulgated by the State Board of Education shall be binding upon the Department of Public Instruction. The depart-

ment shall submit to the State Board of Education for approval, modification or rejection all rules and regulations proposed by the department in the areas under the policy control of the State Board of Education. The Department of Public Instruction shall furnish upon request of the State Board of Education such data and information as the board may from time to time require, and the department shall provide administrative services for and on behalf of the board for the implementation of the board's policies, standards, rules and regulations."

SOUTH DAKOTA

Statute No. 15.0803 (4)

"Formulate and prescribe such policies for execution by the executive officer of the State Board as are necessary to:

(a) Establish standards for classifying, approving and accrediting elementary, secondary, adult education kindergarten, primary and summer schools both public and nonpublic;

(b) Insure the performance of such powers and duties as are assigned to it by statute."

Statute No. 15091

"Subject to policies established by State Board, the Superintendent of Public Instruction shall have general supervision over all elementary and secondary schools in the state."

WEST VIRGINIA

Statute No. 1729(4)

".....The state superintendent shall be the chief executive officer of the state board and subject to its direction shall execute its policies."

Statute No. 1750

"Other Powers and Duties of State Superintendent.
The state superintendent of schools shall exercise such other powers and discharge such other duties as are herein assigned to him, or as may from time to time be assigned to him by the legislature and by the state board of education."

Area workshop sessions of state board members themselves produced the following condensed statements regarding relationships with the chief state school officer:

(a) The statutes in most states are quite specific and clear on the comparative duties and responsibilities of state boards of education and chief state school officers.

(b) Policymaking is the chief function of the board; should emphasize leadership role; and should be exercised principally upon recommendation of the chief state scool officer.

(c) Preparation for the conduct of board business should be made by the chief; an orderly agenda arranged; and requested items cleared in advance between the chief and the board chairman.

(d) Budget procedures call for preparation in the department under the direction of the chief; presentation, clarification and justification to the board by the chief; approval by the board; and united support for adoption.

Other Units, Agencies and Officials of State Government

No department or agency of state government can operate for long without involvement of one kind or another with other state agencies or departments. Discussions among representatives of state boards of education have revealed an awareness of the involvements which are most commonly encountered.

In order to maintain uniformity in essential administrative procedures, the state board through the state department of education usually operates in conjunction with the state department of administration or an authority with similar title. Involved under the same or similar authority are the department of finance and the department of personnel. The business affairs of the board of education, just as every other branch of the state government, are subject to the scrutiny of the public examiner.

Other contacts, not embracing the entire gamut of activities and services, exist between such departments as building commission, departments of health and departments of welfare. The policies, rules and regulations which state boards of education can promulgate are often affected by requirements or other factors in one or another of such departments.

For example, Oregon has a state Textbook Commission of five members which adopts for a six-year period, a multiple choice list of textbooks for each grade and subject field in the standard curriculum for which in its judgment textbooks are required.

The book of laws relating to the Oregon public school system states that the district school board with the assistance of teachers and administrators of the district shall select textbooks and other instructional materials for each grade and subject field from the multiple adoption list.

The Textbook Commission thus constitutes a body with which the state board maintains a working relationship.

Minnesota's regulations relative to health education illustrate an area which must be considered when planning a curriculum. Minnesota requires that children in grades 1 through 6 have sixty minutes of health instruction per week in addition to their daily periods of physical education. The health instruction may be divided into three 20 minute periods or five 12 minute periods.

The secondary schools of Minnesota must provide 144 full periods of health instruction per year. Students in grades 7 through 10 must also have a minimum of two 55 minute periods of physical education each week. It is mandatory under the state law in Minnesota that school administrators include in the curriculum instruction on the effects of alcohol, tobacco and narcotics.

These regulations reflect certain standard requirements of the state board of health, which necessitates cooperation in the fulfillment of state laws.

In board conference sessions it is pretty generally agreed that interdepartmental operating relationships are of necessity maintained by the chief school officer.

In 31 states the governor appoints some or all of the members of the state board of education. In 17 he appoints them all and in 14 there are some ex officio members serving with the appointed ones. Of the other 17 states which have boards of general education the members are elected in 14 states, entirely ex officio in two and in one state the board members are appointed by the chief state school officer with the approval of the governor.

Where the governor is actually a member of the board close working relationships are assumed to exist. Boards appointed wholly or largely by the governor usually have cordial relationship, except for occasional abrupt changes in administration. Members of elected boards are found, in most instances, to be making an earnest effort to cultivate common grounds of understanding with their respective governors.

As the agent or executive officer of the board, the chief state school officer commonly maintains relationship with the state legislature. He informs legislators of the educational needs of the state, presents the board's plan to meet these needs and asks for appropriate legislation to implement the plan. Board members may cultivate relationships with their own legislators, but seldom with the entire legislative body.

Units of Local Government

As might be assumed, the school district is the one unit of local government with which all state boards of education have constant dealings. Other units or agencies mentioned with greater or lesser frequency by board members in discussing this question are: county commissioners (on surplus commodities); library boards; anti-discrimination boards; intermediate education districts; community college boards; war on poverty—community action programs; community mental health clinics; county courts; county school reorganization boards.

The number and (sort) of this kind of agency varies from state to state, but each state has some, other than the traditional school relationships. Consensus is that all of these agencies have more or less to do with education, else the state board of education would not be involved with them. This being true, the feeling is expressed that functions might well be more clearly correlated with one another to accomplish a greater degree of effectiveness.

Agencies of the Federal Government

Moving from the extreme of local agencies to the opposite one—agencies of the federal government, a common attitude is that there are too many of them with which the board has to deal. The chief problem indicated is keeping track of the different agencies and different officials in charge.

Members of state boards express the strong conviction that federal education should be concentrated in fewer agencies and that any federal programs involving local, county, or intermediate school systems should go through the state department of education. There is general acceptance that all transactions in this connection should be handled by the chief school officer and his staff, with the board making the necessary policy decisions.

Citizens Committees and Organizations

When considering this angle of board relationships with citizens committees and organizations state board members recognized the existence of two kinds of groups; (1) those created by the board for a specific purpose, usually advisory in a specific field; and (2) self-created committees or citizen organizations establishing their own purposes and determining their own goals.

In case of the first there is a realization on the part of the board that cititzen sentiment, opinion or judgment is desired. When it comes it is usually helpful in substantiating or modifying professional proposals.

With self-motivated groups the motive is usually found to be worthy but sometimes misguided. In any case, however, the belief is strong that such groups should be heard by the board, upon appropriate request. Such contacts are looked upon as an aid to board-community relations, with enlightenment sometimes accruing to the board, sometimes to the petitioning group.

Teacher Organization and Groups

What has been said about citizens committees and organizations holds true to a considerable extent for teachers organizations and groups. Expression comes from the state board member area workshops that direct contact between teacher groups and the state board is good for the teachers because it provides an avenue of communication with the board which makes policies affecting them. The board recognizes the importance of hearing from the teachers directly in order to appraise the feeling of teachers regarding policies the board makes. Caution is sounded against having the relationship resolve into appeals sessions.

Such contacts are looked upon by board members as tending to stabilize teacher attitudes and actions by clarifying procedures and giving formal opportunity for presenting points of view. Emphasis is given to prearrangement through the chief and the desirability of submitting written materials whenever possible.

State Boards of Education in Other States

A decade ago state boards of education began expressing their belief in the value of interchange of information, ideas, and experiences between boards in the various states. This belief was demonstrated by establishment of the National Association of State Boards of Education in 1959.

The survival and growth of that organization provides further evidence of the soundness of that belief. The project reported herewith was a direct outgrowth of the increasing desire for more facile interchange between state boards.

Testimony points to the practice among state boards to examine their own plans, systems, policies and regulations in comparison with those of other states. There is noted a willingness, sometimes amounting to eagerness, to utilize wholly or experimentally features shown to have been desirable in other states.

General Public Relations

The various aspects of the relationships of the state board of education are linked with the whole question of Public

Relations. A glimpse of published philosophy on this question was brought before state board discussion groups from the writings of John Walton.(3)

He says: "Education appears to be more sensitive to the will of the people, directly and without an intermediary, then any other public enterprise."(4)

A further quotation is: "Certainly the sources of over-all policymaking for public education coincide with American democratic, and perhaps agrarian ideals, but if in other organizations those sources are different and less complex, the principle still applies. In all organizations the discernment of purpose is a major administrative responsibility."(5)

In very plain words Walton sets forth three fundamentals: "(1) the right of people in a democracy to know what their schools are doing; (2) the obligation on the part of those who run the schools to know what the people want of their schools; and (3) the necessity of securing public supoprt for education."(6)

Discussions have brought forth the conclusion that the state board needs to determine what is the sum total of community thinking, as far as it can be ascertained. Further group thinking needs constantly to be intensified, clarified or modified as circumstances require. At all times the way must be kept open for complete freedom in presentation and discussion of all aspects. "In areas of conflicting and obscure purpose the administration function is to discover, elucidate, and reconcile not to impose."(7)

State board member conclusions on this question would include the following points:

(1) The state board of education needs constantly to be aware of and help guide sentiment and thinking of the people regarding their schools;

(2) The people have a right to have regular, accurate, and reliable information about what the state board is doing.

(3) Education, more so than any other branch of government demands administration without prejudice of race, creed or color.

(4) The quality of educational service which can be provided depends directly upon financial support which reciprocally is related to the image that the public has of the educational services.

(5) The image can be improved through the wise cultivation of all conceivable avenues of public relations.

(3) John Walton, Administration and Policymaking in Education Baltimore: The Johns Hopkins Press, 1959.
(4) Ibid., p. 71
(5) Ibid., p. 85
(6) Ibid., p. 118
(7) Ibid. p. 82

VI. FUNDAMENTALS OF EDUCATIONAL POLICYMAKING

Derivation of Policymaking Authority

Strange as it may seem to those who prize the state's authority in the management and control of public education, the policymaking power of a state board of education emanates from federal sources. The United States Constitution itself makes no mention of education, but there is a provision in the Tenth Amendment that "The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people." Thus there has been from the beginning unquestioned recognition of education as the function of the state.

Consequently, the framers of the respective state constitutions set forth, for the ratification of the people, the manner in which this function was to be performed. In some states, the constitution, in very few words, placed upon the legislature or general assembly the responsibility for the establishment of a uniform system of public schools, thus leaving initial provisions and subsequent changes in the hands of the legislative body. Other state constitutions included considerable detail relative to education, in varying degrees from state to state.

The Public Schools Laws of Maryland provide a concise illustration in Article 7 Paragraph 21, May 1965 as follows:

> "The State Board of Education shall, to the best of their ability, cause the provision of this article to be carried into effect. They shall determine the educational policies of the state; they shall enact bylaws for the administration of the public school system, which when enacted and published shall be the force of law."

Some excerpts from other state constitutions illustrate and substantiate the policymaking principle to be spelled out in further detail and put into action by legislative bodies and state boards of education.

ARKANSAS

Article XIV

Section 1. "Intelligence and virtue being the safeguard of liberty and bulwark of a free and good government, the States shall ever maintain a general, suitable and efficient system of free schools, whereby all persons in the State between the ages of six and twenty-one may receive gratuitous instructions."

Section 4. "The supervision of public schools and the execution of the laws regulating the same shall be vested in and confided to such officers as may be provided by the General Assembly."

COLORADO

Article IX

Section 2. Establishment and maintenance. "The general assembly shall, as soon as practicable provide for the establishment and maintenance of a thorough and uniform system of free public schools throughout the state....."

CONNECTICUT

Article VIII

Section 1. "There shall always be free public elementary and secondary schools in the state. The general assembly shall implement this principle with appropriate legislation."

GEORGIA

Article VIII

Section 1 Paragraph 1. "System of common schools; free tuition, separation of races. The provisions of an adequate education for the citizens shall be a primary obligation of the State of Georgia, the expense of which shall be provided for by taxation....."

MINNESOTA

Article VIII

Section 1. "The stability of a republican form of government depending mainly upon the intelligence of the people, it shall be the duty of the legislature to establish a general and uniform system of public schools."

NEW MEXICO

Article XII

Section 1. Free Public Schools. "A uniform system of free public schools sufficient for the education of, and open to, all the children of school age in the state shall be established and maintained."

OHIO

Article VI

Section 2. Public School System. "Provision shall be made by law for the organization, administration and control of a public school system of the state supported by public funds....."

OREGON

Article VII

Section 3. "System of Common Schools. The Legislative Assembly shall provide by law for the establishment of a uniform and general system of Common Schools."

PENNSYLVANIA

Article X

Section 1. "The General Assembly shall provide for the maintenance and support of a thorough and efficient system of public schools, wherein all children of the Commonwealth above the age of six years may be educated....."

SOUTH DAKOTA

Article VIII

Section 1. "The stability of a republican form of government depending on the morality and intelli-

gence of the people, it shall be the duty of the legislature to establish and maintain a general and uniform system of public schools wherein tuition shall be without charge, and equally open to all; and to adopt all suitable means to secure to the people the advantages and opportunities of education."

WEST VIRGINIA

Article XII

Section 1. "The legislature shall provide, by general law, for a thorough and efficient system of free schools."

Section 12. "The legislature shall foster and encourage moral, intellectual, scientific and agricultural improvement; it shall, whenever it may be practicable, make suitable provisions for the blind, mute and insane for the organization of such institutions of learning as the best interest of general education in the State may demand."

In any case, the state constitution is a policymaking document. State constitutions provide that the law-making body elected by the people shall determine the educational system most suitable for each state with modifications as time and circumstances demand. Some state constitutions stipulate specifically what is to be done, and by whom thus restricting the policymaking powers of those charged with administration of the educational system.

The powers of state boards, state officials, or even legislatures to make policy are limited or modified by the extent to which basic policies for education are incorporated in the state consitution. Similiarly, both state constitutions and legislative acts vary considerably in how sweeping or how prescriptive the policymaking powers left to the state board become.

As an example: at one extreme, the board of education is given almost complete freedom, within rather broad limits, in matters pertaining to selection and appointment of the chief state school officer, prescribing his qualifications, and setting this salary. In the other direction, constitutions or statutes give the board little or no voice in these matters. This might seem somewhat unrelated to policymaking, but basically every duty or responsibility carries with it the power of making policy.

Since the federal constitution relinquished educational policymaking to the states, it follows that the state board of education possesses such policymaking powers as are delegated to it by state constitution or legislative mandate. Constitutional or legislative provisions are recognized as underlying policies in themselves, and such policies as are made by an adminstrative board must be in accord with the intent of those made at a higher level.

Some Policymaking Determinants

It has sometimes been assumed that when the federal constitution omitted mention of education and let it become the function of the state through interpretation of the tenth amendment, the matter ended there but such is not the case. In numerous instances and in various ways, the federal government has made money available to the state to aid educational development. Each grant of money has been accompanied with certain guidelines for its use.

Some of the early vocational education grants to the states from the federal government were completely restrictive concerning items to be covered. In contrast, the Vocational Education Act of 1963 gave the states financial assistance to train in any category which would make people employable. For example, the state of Minnesota made a survey to discover the needs of employers and trained people to meet the needs. Some courses were brief, others extended over several months. A program to train farm implement mechanics demonstrated the benefits to be gained from shaping courses to meet local needs.

The federal government, not only made provision for financial assistance to states in the field of education, but also established the U. S. Office of Education which acts as the adminstrative agent in handling most of the educational grants to the states. The U. S. Office of Education provides statistical and other services to the government but that office has no authority over the public schools within the states except as Congress may have specified certain powers in connection with a given statute. Commonly, the power thus sepcified sets up the guidelines and subsequent administration of them.

Students of school law have come to the conclusion that the federal government may levy taxes and spend money to support education. This may be done through agreements with the states for the conduct of educational programs. Such programs should have for their primary purpose the improvement of educational opportunities as opposed to a primary purpose of controlling the policymaking activities of the state.

In view of the fact that the federal constitution leaves the matter of educational policymaking to the states, questions arise pertaining to the legal grounds for federal activity in the educational field. In education, as in some other fields, the legal determination has been made on the basis of the constitutional provision for the Congress "to lay and collect taxes..... to pay the debts and provide for the common defense and general welfare of the United States." Supreme court interpretations and court decisions in related areas have supported this principle so far as education is concerned.

The Supreme Court decision in the case of Helvering vs Davis contained the following statement:

> "Yet the difficuities are left when the power is conceded. The line must still be drawn between one welfare and another, between particular and general. Where this shall be placed cannot be known through a formula in advance of the event. There is a middle ground or certainly a penumbra in which discretion is at large. The discretion, however, is not confided to the courts. The discretion belongs to Congress, unless the choice is clearly wrong, a display of arbitrary power, not an exercise of judgment..... Nor is the concept of general welfare static. Needs that were narrow or parochial a century ago may be interwoven in our day with the well-being of the nation. What is critical or urgent changes with the times."

The launching of Sputnik by Russia caused Americans to take a critical look at their school curriculum. The states

and the federal government joined forces to meet the challenge of the space age. Financial aid from federal sources helped states meet new and urgent educational needs. Take, for example, the "Trained Manpower for National Defense Act" passed in 1958. This legislation included provisions to strengthen public school programs in a number of areas.

The next move came from the states. Consider Pennsylvania as an illustration. In a volume of Pennsylvania Laws published in 1961, section 2907, labeled—"Trained Manpower for National Defense" begins with this statement:

> "The commonwealth of Pennsylvania hereby accepts the provisions and funds provided by an Act of Congress, approved September second, one thousand nine hundred fifty-eight, which authorized Federal appropriation to provide assistance to states and their subdivisions in order to insure trained manpower of sufficient quality and quantity to meet the national defense needs of the United States."

Pennsylvania accepted funds for—(1) Strengthening of Instruction in Science, Mathematics and Modern Foreign Languages; (2) Guidance Counseling and Testing; (3) Research and Experimentation in Mass Media for Educational Purposes; (4) Area Vocational Programs; (5) Improvement of Statistical Services of State Educational Agencies.

Section 2907 concludes with the statement:

> "The State Treasurer is hereby designated as custodian of the Federal Appropriations and shall receive money paid to the State from the United States Treasury under the provision of said Act of Congress, and shall pay out the same upon the warrant of the Auditor General of the state when the same is certified by The State Council of Education or the State Board of Vocational Education or the designated official representatives."

As the number of federal acts pertaining to education increases, the courts and educational authorities must scrutinize the purposes of these acts. The validity of a federal act is challengable if its primary purpose proves to be that of gaining control of a state enterprise, such as education. However, if the primary purpose is to aid and strengthen the enterprise then certain incidental controls are deemed legitimate. Even federal money to assist in the construction of school buildings has been regarded as contributing to the general welfare.

The eminent student of school law, Newton Edwards says:

> "By way of summary, it may be said that it seems clear that the national government may tax and spend in support of education, it may enter into volunteer agreements with the states for the mutual support of education, it may not spend funds for the primary purpose of regulating the educational policies of the states, and it may enforce whatever control measures which are incidental but essential in the accomplishment of the purpose for which federal funds are appropriated and spent."(1)

Bearing and Sharing Policymaking Responsibilities

According to Evelyn Sholund: "Effective administration calls for a full understanding by the board of trustees and by the chief administrator of their respective duties and responsibilities and for close cooperation between them ..... For any division of local or state government whose basic management structure is comprised of a board of trustees and an administrative staff, it is of utmost importance to define clearly the respective duties, functions and responsibilities of trustees and administrators. Unless each of these important roles in public administration is fulfilled properly and effectively, efficiency, economy and service in the governmental unit can not be achieved."(2)

Although each state has a chief administrative officer in charge of its public school system, titles for this officer vary. The two most common titles are State Superintendent of Education and State Commissioner of Education.

The authority and responsibilities of the chief state school officer are spelled out in the state constitution and by statute. His authority and duties also vary from state to state.

Whatever his title or the degree of his responsibility, the chief state school officer is the executive head of the state department of education and coordinates the public school system in his state.

The National Council of Chief State School Officers has issued a publication entitled "Guidelines for Development and Codification of Policy for State Departments of Education". In it the State Department of Education is treated as a personality possessed of certain powers, duties and responsibilities. As a matter of fact the "Department" can do nothing of itself except as it is given life by official bodies or individuals, most commonly the State Board of Education and the Chief State School Officer.

In Chapter III, herewith, State Departments of Education are shown to be variously structured, and in some instances operating partially under authorities other than the State Board of Education or the Chief State School Officer. To the extent that the board and the chief officer cover the same scope of authority and responsibility, each is bound to take the other into account in the formulation and issuance of policies, rules, regulations.

Interchangeability of Terms

Examination of what are purported to be policy statements from the several states reveals considerable variation in the use of terms and in the apparent meaning the terms are intended to convey. In certain instances rules and regulations appear to be looked upon as policies, which is not entirely incorrect, but more strictly they are the instruments for the implementation or application of policies. It is not intended that each word or term shall be confined to its own little pigeonhole of meaning. In fact a good deal of flexibility and interchange is probably desirable. However the following meanings established quite authentically may help in determining which is the best choice in a given context.

(1) Newton Edwards, The Courts and the Public Schools, University of Chicago Press, Chicago amd London, p. 5.
(2) Evelyn Sholund—Trustees and Administrators of Retirement Systems Municipal Finance, February 1966, Vol. XXXVIII No. 3.

Policy is defined in one sense as prudence or wisdom in the management of public or private affairs and is made synonymous with sagacity, shrewdness and wisdom. These are perhaps features or traits to be coveted by any state board of education and the individual members of such boards, but a meaning probably more closely related to the study at hand is: a definite course or method of action selected (as by a government, institution, group—board—or individual) from among alternatives, and in the light of given conditions to guide and usually determine present and future conditions; also a specific decision or set of decisions designed to carry out such a course of action; and a projected program consisting of desired objectives and the means to achieve them. Thus it appears that a policy may be rather broad and sweeping, but also may be brought to a specific focus by employing the means indicated or implied in some of the terms contained herewith.

A Standard is described as something that is established by authority, custom or general consent as a model or example to be followed, and used synonymously with criterion, gauge and measuring stick; also a definite level or degree of quality that is established as proper and adequate for a specific purpose.

A Bylaw is taken to mean a law, ordinance or regulation made by a public or private body, corporation or association, or unincorporated society for the regulation of its own local or internal affairs and its dealings with others.

A Rule means a prescribed, suggested, or self-imposed guide for conduct or action—as a regulation or principle. Related to the task in hand the meaning more pointedly is: a regulation or bylaw governing procedure in a public or private body.

A Regulation is defined as an authoritative rule or principle dealing with details of procedure; more specifically a rule or order having the force of law issued by an executive authority or a government usually under power granted by a constitution or delegated by legislation.

An Order is accepted as meaning a rule or regulation made by a competent authority; also an authoritative mandate from a superior to a subordinate.

Instruction means something that instructs or is imparted in order to instruct, also something given by way of a directive or order—information in the form of an outline of procedures.

A Directive is something that serves to direct, guide and usually impel toward an action, attainment or goal; an authoritative instrument that promulgates a program or regulation, or directs or prohibits certain acts, and that is issued by a high-level official body or competent official as a broad policy statement with explicit instructions and details to be developed by technicians.

Procedure is defined as a particular course of action; a particular way of doing or going about the accomplishment of something.

The inter-use of several of these terms in defining others indicates that the distinction between them is not always too clear. It does appear, however, that policy may become the over-all guide and pattern maker for all the rest. Whether or not a policy does in fact become a rule or regulation, or any of the other specifics depends to a considerable extent on the kind of action that is taken regarding it—whether it is officially adopted or merely approved.

Internal and External Policies and Regulations

Examination of the legal provisions relating to state educational authorities shows plainly that such authorities (usually the State Board of Education), by one sort of specification or another, have the power to make rules and regulations. To many this means rules and regulations that apply to the schools and educational institutions of the state. That is one of two major policymaking tasks of the state board. The other has to do with policies of internal administration.

As an administrative agency of the state government the board is directly responsible for its own internal management and operation.

State statutes commonly impose stricter specifications on the making of external policies than on internal ones. An example taken from Minnesota is illustrative.

> "To prescribe rules and regulations, not inconsistent with law for the conduct of the department or agency and other matters within the scope of the functions thereof, including the custody and perservation of books, records, papers, documents, and other property and the certification of copies of papers and documents; provided, that every rule or regulation affecting any person or agency, other than a member of the department or agency concerned, shall be filed with the secretary of state."(3)

Another portion of Minnesota law requires public notice and public hearing on any rule proposed for adoption or repeal which may affect any person or agency outside the department itself. Procedures for such hearings constitute a matter to be formulated by the board.

In the main, the laws have little or nothing to say about hearings on the adoption of internal policies, but in the interest of agreeable administration, state boards and chief school officers tend to give staff members an increasing voice in policymaking pertaining to their respective fields. Such procedure is not usually required by law, but neither is it prohibited. Consequently, it is not inconsistent with the law. Even in states where staff salary scales are established by an agency outside the department of education, consideration and discussion of desirable goals to be sought includes staff representation.

Processes of Preparation and Formulation

Anything in the nature of a policy does not come into being full blown, but requires study, consultation and refinement. The idea may be conceived in the mind of a board member, the executive officer, a member of the department staff, or any one member of other lay or professional sources. Those experienced in the process are pretty well agreed that regardless of the source, the first move is for the board to refer the matter to the commis-

(3) Minnesota Statutes 1965, Sec. 15.06 Paragraph 5.

sioner or superintendent with the direction that it be prepared for formal presentation to the board for consideration and action.

Using the term commissioner as the title of the chief executive, it then becomes the commissioner's responsibility to decide where in the department the proposed policy is next assigned—usually to one of the assistant commissioners, such as the one in charge of instruction, if it is of that nature. A rough draft of the proposed policy is made, applicable facts and figures obtained, and reactions secured from representative staff members engaged in related activities. In order that department-wide implication may be considered and no possible aspects overlooked, the matter may then come before the commissioner's cabinet, if he has one, or such other top-level administrative group which may exist in the department. If the proposition is one in which there may be some evidence of special outside interest, consultants from the field may be called in.

When a policy has been sufficiently explored and refined, it is taken over by the commissioner who may clarify it further before presenting it to the board for their action. In states where no further steps are required by law, positive action by the board makes a policy effective.

Subsequent steps, variously required by law in some states are: public announcement of policy tentatively adopted; public hearing; final action by the board; examination and approval by attorney general; filing with the secretary of state; and publication. While the general pattern of procedure is much the same in all states, certain adaptations must be made by each to meet the requirements of the law.

Spreading the Word

When in the process of adopting a policy, rule or regulation, a public hearing is held, either by choice or legal requirement, a small segment of the professional and lay public has the opportunity to become familiar with the content, intent and probable effect. For example, in Minnesota a public hearing was held relative to a possible change in the mathematics requirement in the ninth grade. The change proposed to make ninth grade mathematics a required subject for all pupils, whereas previously, mathematics was required only in grades seven and eight.

The change recommended by the Science and Mathematics Advisory Committee of the State Board of Education provided that ninth graders could take either general mathematics or algebra.

Proponents and opponents of the proposed change presented arguments at the hearing. Some represented educational groups, others came from business and labor. After listening to the varied views, the Minnesota State Board of Education voted to place the change in the mathematics requirement in effect during the 1961-62 year.

Hearings give people an opportunity to be heard and to hear others. A far more extensive audience is reached through the ultimate publication of the finished product.

For purposes of public information for specific use of those technically involved, and for official record-keeping, adopted policies, rules and regulations are commonly but not invariably published for distribution. In some states, the authority to publish rests with the board, or the superintendent, particularly if he is a constitutionally or statutorily elected official. In some cases, but not all, publication is mandatory.

A plan of publication used in some states provides by statute for a single state agency of a general administrative nature (in one state called the department of administration) to publish rules and regulations promulgated by any and all departments of state government. The plan provides for annual publication which takes account of new adoptions, amendments and repeal.

VII. AREAS OF EDUCATIONAL POLICY

Policy Sources

In delving for the subjects or areas upon which state boards of education have made policies of any kind, such publications as were available from the states have been carefully perused with a view to finding all the major items upon which any boards have acted. There is noted a considerable correlation with powers and duties of boards as provided in the state laws. In fact policies originating in constitution, statute or from the board are oftentimes almost inextricable from one another.

Selection

With no thought of setting one state over others, nor any merit rating of the contents, a publication from the state of Ohio is found to contain as full a coverage of policy areas as is brought together anywhere. The publication is issued by the State Board of Education of Ohio, under the title—**Policies,** and the sub-title—**Rules of Procedure, Regulations, Definitions and Interpretations.** The general arrangement presented in that publication, with some modifications and additions is used herewith as the background for the selection of policy areas.

The Checking System

The areas could be broken down into far greater detail but the variance between states becomes greater as the details become more minute. The major areas, with a moderate amount of breakdown, are used as the basis for checking what has been found to exist in each of the project states, but there is no attempt here at elaboration of content or estimate of value. Sources of more complete information about a specific policy in a given state are the original policy documents themselves, or abstracts drawn from them.

It will be noted that, aside from the major divisions indicated by capital letters, no letter or figure designation, nor any code numbers are attched to policy items. This is done deliberately to avoid any possible conflict with such coding system or systems as might be attached to these items.

AREAS OF EDUCATION POLICY

Summary of Policies adopted by State Boards of Education by Participating States

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
A. CENTRAL EDUCATION AGENCY											
1. *State Board of Education*											
a) *Organization and Administration*											
1) Election of board officers and filling vacancies	x	x	x	x	x	x	x	x	–	x	x
2) Appointment and operation of board committees	x	x	x	–	x	x	x	x	x	–	–
3) Transaction of business only at meetings	x	x	x	–	x	x	x	x	x	–	x
4) Calling meetings of board	x	x	x	x	x	x	x	x	x	x	x
5) Organizing department of education	x	x	x	x	x	x	x	–	–	x	x
6) Evaluating operations of the department	x	x	x	–	–	–	–	x	–	x	–
7) Promotions to higher positions to be from existing professional staff	x	x	x	–	–	x	–	x	–	–	x
8) "Line and Staff" responsibility of department personnel	x	x	x	x	x	x	x	x	–	x	x
9) Selection and approval of advisory committees and their assignments	–	x	x	–	x	x	x	x	x	x	x
10) Receiving opinions from citizens and school parrons by board members	–	–	x	–	–	x	x	–	–	–	–
11) Board and staff members making unauthorized statements	–	–	x	–	x	–	x	–	x	–	x
b) *General Functions*											
1) Determination of policies	x	x	x	x	x	x	x	x	x	x	x
2) Relationships between board, department units and officers and school patrons and public	x	x	x	–	–	–	–	x	–	x	–
3) Employment of department personnel	x	x	–	–	x	x	–	–	–	–	x
4) Establishing a minimum basic education program in scope, quality and efficiency	x	x	x	–	x	x	x	x	–	x	–
5) Enactment of minimum standards to assist local units to develop sound programs	x	x	x	x	x	x	x	x	x	x	x
6) Evaluating state education program	x	x	x	–	–	–	–	x	–	x	–
7) Providing leadership to local units	x	x	x	–	x	x	–	x	x	x	x
8) Publishing the school laws	x	x	x	x	x	x	–	–	–	–	–
9) Accepting and distributing federal funds, commodities, services and equipment	–	x	x	x	x	x	x	–	–	x	x
10) Accepting gifts, grants and donations	–	x	x	–	–	–	–	–	–	–	–
c) *Rules of Procedure*											
1) Order of business for board meetings	x	x	x	–	x	x	x	x	x	–	x
2) Use of Roberts Rules of Order for actions not covered by board rules	x	x	x	–	x	x	x	x	x	–	x
3) Emergency action when board is not in session	–	x	x	–	–	x	–	x	x	x	–
4) Filing, indexing and distributing of board minutes	x	x	x	x	x	x	x	x	x	x	x

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
A. Central Education Agency (Con't)											
5) One meeting annually devoted to consideration of instruction	–	–	x	x	–	–	–	x	–	–	–
6) Holding meeting to consider requests of individuals or groups	x	x	x	–	–	x	x	x	x	x	–
7) Annual review of policies, adopting new and amending existing policies	x	x	x	–	x	x	x	x	x	x	x
8) Submitting all committees reports in written form	–	–	x	–	–	–	x	–	–	x	–
d) *Relationship with Chief State School Officer*											
1) Administration of the state education laws and regulations	x	x	x	–	x	x	x	–	–	x	x
2) Formation and development of the basic education program	x	x	–	–	x	x	x	–	x	x	x
3) Development of details for presentation of regulations for fulfillment of board policies	x	x	x	–	x	x	x	–	x	x	x
4) Acceptance of board actions and decisions by chief officer	x	–	x	–	–	x	–	x	x	x	x
5) Presentation of department recommendations with supporting data to the board for approval, modification or rejection	x	x	x	–	x	x	–	x	x	x	x
6) Method in presenting staff communications by chief officer	x	x	x	–	–	x	–	–	x	x	x
e) *Public Relations*											
1) Preparation and distribution of agendas for meeting to board and press	–	–	x	–	x	x	x	x	x	–	x
2) Conduct of open meetings	x	x	x	–	x	x	x	x	x	x	x
3) Summary of board actions following meetings for distribution	–	x	x	–	–	x	–	–	–	x	–
4) Publication of bulletins with data, department programs, plans and reports	x	x	x	–	–	x	–	x	x	x	x
5) Organizing a department committee of employment of a staff member to assemble and disseminate information to the public	–	–	x	–	–	x	x	–	–	–	–
6) Releases on activities and recommendations of advisory committees	x	–	x	–	x	–	–	–	–	–	–
7) Conduct of open meetings by advisory committees	x	–	x	–	x	–	–	–	–	x	–
f) *Public Hearings*											
Procedures for giving notiec and conducting hearings on proposed changes in rules and regulations	–	x	x	–	x	–	x	–	x	x	–

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
A. Central Education Agency (Con't)											
g) *Adjudication*											
1) Receiving petitions and complaints from school boards or public involved in controversy or question of fact	x	x	x	x	x	x	x	x	x	–	–
2) Receiving appeals from employees and holding hearings	–	x	x	x	–	–	–	–	–	–	–
h) *Personnel Policies*											
1) Qualifications of candidates for employment	x	x	x	–	x	x	–	–	–	x	x
2) Dismissal for cause of an employee	–	x	x	–	–	x	–	–	–	–	–
3) Developing a code of ethics for employees	–	–	x	–	x	–	–	x	–	–	–
4) Sick leave, vacations, leave of absence, sabbatical leave and salary schedule	x	x	x	x	x	x	x	x	–	x	x
5) Attendance at national, state and local conferences	x	–	x	x	x	–	–	x	–	–	x
6) Participating in local government affairs	–	x	–	–	–	–	–	x	–	–	–
7) Conduct of personnel in discussing controversial issues with approval of chief officer	–	x	x	–	–	–	–	–	–	–	–
8) Receiving remuneration for outside employment and services	x	x	x	–	–	x	–	–	–	–	–
9) Restrictions relative to acceptance of gifts and donations	–	x	x	–	–	–	–	–	–	–	–
2. *Chief State School Officer*											
a) *General Functions*											
1) Preparing agendas for board meetings	x	x	x	x	x	x	x	x	x	x	x
2) Certifying the approved biennial budget to state budget division	x	–	x	x	x	x	x	–	–	x	x
3) Distribution of federal funds, commodities, services and equipment	x	–	x	x	x	x	x	x	–	x	x
4) Submitting recommended policies for improvement of department operations	x	x	x	x	x	x	–	x	–	x	x
5) Providing an effective program of department staffing	x	x	x	x	x	x	–	x	x	x	x
6) Establishing a staff advisory committee for consultation on operation of the department	x	–	–	–	–	x	–	x	–	–	–
b) *Specific Functions*											
1) Submitting annually a report on amendments and additions to rules and regulations	x	–	x	–	x	–	–	x	–	–	–
2) Filing annual work plan of projects to be undertaken by staff	–	–	x	–	x	x	–	–	–	–	–
3) Reviewing the degree of compliance with board regulations by schools	–	–	x	–	x	x	–	x	x	–	–

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
A. Central Education Agency (Con't)											
4) Organizing and publishing department directives for use of schools	x	–	x	–	x	x	x	x	x	x	–
5) Submitting nominations of candidates for employment for board approval	x	x	x	x	x	x	x	x	–	x	x
6) Developing a code of ethics as responsibility of chief officer	–	–	x	–	x	x	–	x	x	–	–
7) Presenting recommendations for organizing department	–	x	x	–	x	x	–	–	–	x	x
8) Submitting to board questions regarding interpretation of policies	–	x	x	–	–	x	x	x	x	x	–
9) Review by board of decisions of chief officer	–	x	x	–	–	x	–	x	–	–	–
10) Stimulating professional growth of staff	x	x	x	–	–	x	–	x	x	x	x
11) Endorsing all proposals for expenditures before submission to board	–	–	x	–	–	x	–	–	–	x	x
c) *Functions Delegated*											
1) Executing powers and duties to promote public education	x	x	x	–	x	x	–	–	–	x	x
2) Administering the policies and regulations	x	x	x	–	x	x	x	x	–	x	x
3) Directing the operation of the department	x	x	x	x	x	x	x	x	–	x	x
4) Specifying design and procedures for operation of the public school	x	x	–	–	–	–	–	–	–	x	x
3. *State Department of Education*											
a) Exercise of leadership, administering the regulations and executing the operational functions	x	–	x	–	x	x	x	x	x	x	x
b) Methods for developing local leadership	x	x	x	–	x	x	x	x	x	x	x
c) Enforcement of regulations to maintain an effective education program on local level	x	x	x	–	x	x	x	x	x	x	x
d) Operational functions for services and classes maintained by department	x	x	x	–	x	–	–	–	x	x	–
B. FOUNDATION AND FINANCE PROGRAMS											
1. *Foundation Program*											
a) *Administration*											
1) Procedures for the administration	x	x	–	x	x	–	x	–	–	–	*
2) Calculating grants	x	x	–	x	x	–	x	–	–	–	*
3) Determination of allowances for teacher salaries	–	–	–	x	–	–	x	–	–	–	*
b) *Allowances For*											
1) Transportation	x	x	–	x	–	–	x	–	–	–	*

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
B. Foundation Program (Con't)											
2) Special Education	x	x	–	x	–	–	x	–	–	–	*
3) Vocational Education	x	–	–	x	–	–	x	–	–	–	*
4) Emergency Tuition	x	–	–	–	–	–	x	–	–	–	*
c) *Distribution of Funds*	x	–	x	x	x	–	x	–	–	–	*
2. *Finance (State Aids)*											
a) *State Aid Procedures*	x	x	x	x	x	–#	x	–	–	–	–
b) *Calculation of Aids*											
1) State apportionment	x	–	–	–	x	–	–	–	–	–	–
2) Special education	–	–	x	–	x	x	–	x	–	x	–
3) Vocational education	–	–	x	–	x	x	–	x	x	x	–
4) Transportation	–	–	x	–	x	x	x	x	–	–	–
5) School lunch	x	–	x	x	x	x	x	–	–	x	–
6) Emergency aid to districts	–	–	–	x	x	–	x	–	–	–	–
7) Isolated pupil or school	–	–	–	x	x	–	–	–	–	–	–
8) Building construction aid	–	–	–	x	–	x#	x	–	–	–	–
c) *Distribution of Funds*											
1) Procedures for withholding	x	–	x	–	x	–#	x	–	x	–	–
2) Manner of distribution of state and federal aids	x	–	x	x	x	–#	x	–	x	x	*
d) *Operation of School Budgets*											
1) Supervision of district budgets	x	–	–	x	–	–#	x	–	–	–	–
2) Uniform financial records maintained	x	x	x	x	x	–#	–	–	–	x	x
3) Audit of district financial accounts	–	–	–	–	x	–#	–	–	–	–	–
4) Submission of financial statements to department	–	–	–	–	x	–	–	–	–	–	–
3. *Scholarships*											
a) Eligibility, amount and teaching experience	–	–	x	x	–	–	–	–	–	–	–
b) Eligibility of teachers for grant-in-aid for in-service study	–	–	x	x	–	–	–	–	–	–	–
c) Requirements for teacher training students	–	–	–	–	–	–	–	–	–	–	x
d) Conditions for awards in oratorical and essay contests	–	–	–	–	–	–	–	–	–	–	x
e) Conditions for grants to foreign students	–	–	–	–	–	–	–	–	–	–	x
f) Eligibility of children of veterans	–	–	–	–	x	–	–	–	–	–	x
g) Requirements for scholarships in general	–	–	x	–	x	–	–	–	–	–	x

Public School Finance Division * State Board of Public School Finance

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
C. CERTIFICATION OF PROFESSIONAL EMPLOYEES											
1. *Certification Standards*											
a) *Classroom Teachers*											
1) General education requirements for elementary and secondary teachers	x	x	x	x	x	x	x	x	x	x	x
2) Specific requirements for teachers of:											
a) Subject or grade level	x	x	x	x	x	x	x	x	–	x	–
b) Art, music, reading	x	x	x	x	x	x	x	x	–	x	x
c) Vocational education	x	–	x	x	x	x	x	x	x	–	x
d) Physical education	x	x	x	–	x	x	x	–	x	x	–
e) Special education	–	x	x	x	x	–	x	x	x	x	x
3) Different grades of certificates	x	x	x	x	x	x	–	x	–	x	–
4) Qualifications for substitute teachers and teachers aids	x	x	x	–	x	x	–	x	–	x	–
5) Criteria for emergency or temporary certificates	x	x	x	x	x	x	x	x	x	x	x
6) Requirement of "teaching in field" and exceptions	x	x	x	x	x	x	–	x	–	–	–
b) *Administrative and Supervisory Personnel*											
Educational Requirements											
1) Superintendent	x	x	x	x	x	x	x	x	x	x	x
2) Executive head	–	x	–	–	–	–	x	–	–	–	–
3) Educational administrative specialist	–	x	–	–	x	–	x	x	x	–	–
4) Elementary school principal	–	x	x	x	x	–	x	x	x	–	x
5) Secondary school principal	–	x	x	x	x	–	x	x	x	x	x
6) Vocational school administrator	–	–	x	–	x	–	–	–	x	–	–
c) *Pupil Personnel Services*											
Educational Requirements											
1) School counselor	x	x	x	x	x	x	x	x	x	x	x
2) School psychologist	–	x	x	x	x	–	x	x	x	–	–
3) Visiting teacher	–	–	x	x	x	–	x	–	x	–	–
4) School nurse	–	–	x	–	x	–	–	x	x	–	–
5) Athletic coaches	–	–	–	–	x	–	–	x	–	x	–
2. *Certification Procedures For*											
a) Issuing and renewing certificates	x	x	x	x	x	x	x	x	x	x	x
b) Revocation of certificates	x	x	x	x	x	x	–	x	x	x	–
c) Reciprocity of certification between states	–	x	x	x	x	x	x	–	x	x	x
d) Teachers in non-tax supported schools	x	–	–	–	–	–	x	–	–	x	–
e) Violation of contracts (Penalty)	x	–	–	x	–	x	–	x	x	–	–

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
D. SCHOOL STANDARDS AND CURRICULUM											
1. *Elementary Schools*											
a) Application or classification	x	x	–	x	x	x	x	–	x	–	x
b) Evaluating factors for schools	x	x	–	x	x	x	–	x	x	x	x
c) Philosophy and objectives	x	x	–	x	x	–	x	–	x	x	–
d) Administrative procedures	x	x	–	x	x	x	x	–	–	x	–
e) Organization (grades)	x	–	–	x	x	x	x	x	x	x	–
f) Length of school day and year	x	x	x	x	x	–	x	x	–	x	x
g) Teacher-pupil ratio	x	x	x	x	x	x	–	x	–	x	–
h) Guidance services	x	–	–	x	x	x	x	x	x	x	–
i) Grading and promotion policies	x	–	–	–	x	–	–	–	–	–	–
j) Summer schools	x	–	x	–	x	–	–	–	x	–	–
k) Education program	x	–	x	x	x	x	x	–	x	x	x
l) School library	x	x	x	x	x	x	x	x	x	x	x
m) Textbook requirements	x	–	x	x	x	x	–	x	–	–	x
n) Kindergarten	–	–	–	–	x	–	–	–	x	x	x
o) Individual differences	x	x	x	–	x	–	x	–	–	–	–
p) Special education for handicapped	x	x	x	x	x	x	x	–	x	x	x
q) Custodial service	x	–	–	x	–	–	x	x	–	x	–
r) Schools requiring principals	x	x	–	x	x	x	–		–	x	x
s) Secretarial assistance	x	–	–	x	x	x	–	x	–	x	–
t) Permanent record system	x	x	x	x	x	–	x	x	–	x	x
u) State and local reports	x	x	x	x	x	x	x	x	x	x	x
2. *Secondary Schools**											
a) Grades in secondary schools	x	–	–	x	x	x	x	x	x	x	x
b) Minimum enrollments	x	–	–	–	x	–	x	–	x	–	x
c) Program of studies	x	x	–	x	x	x	x	x	x	x	x
d) Program of electives	x	x	–	x	x	x	x	x	x	–	–
e) Deviation from basic program	x	x	–	–	x	x	–	–	x	x	–
f) Individual instruction	x	x	–	–	x	–	–	–	x	x	–
g) Evening school standards	x	–	x	–	–	x	x	–	x	–	–
h) Evaluation of credentials for diploma	x	–	–	–	x	–	–	–	x	–	–
i) Evaluation of transcript of credits	x	–	–	–	–	–	–	x	x	–	–
j) Uniform forms for reporting transcript of credits	x	–	–	–	–	–	–	–	x	x	x
k) Health and physical education, safety and recreation	x	x	x	x	x	x	x	x	x	–	–
l) Parents to approve registration of children	x	–	–	x	–	–	–	–	–	–	–
m) Procedure for administration of library funds	x	–	–	x	–	–	–	–	x	–	–
n) Policy relating to principal	x	–	–	x	x	x	–	–	–	x	–
o) Maximum teaching load—subjects	x	x	–	x	x	x	–	x	–	x	–
p) Pupil load per teacher	x	–	–	x	x	x	–	x	–	x	–
q) Periodic evaluation of secondary schools to determine compliance with standards	x	x	x	x	–	x	x	–	x	–	x

*NOTE: Many of the policy items relating to organization and administration listed for the elementary schools are the same for the secondary schools and they have been omitted to avoid duplication.

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
C. CERTIFICATION OF PROFESSIONAL EMPLOYEES											
1. *Certification Standards*											
a) *Classroom Teachers*											
1) General education requirements for elementary and secondary teachers	x	x	x	x	x	x	x	x	x	x	x
2) Specific requirements for teachers of:											
a) Subject or grade level	x	x	x	x	x	x	x	x	–	x	–
b) Art, music, reading	x	x	x	x	x	x	x	x	–	x	x
c) Vocational education	x	–	x	x	x	x	x	x	x	–	x
d) Physical education	x	x	x	–	x	x	x	–	x	x	–
e) Special education	–	x	x	x	x	–	x	x	x	x	x
3) Different grades of certificates	x	x	x	x	x	x	–	x	–	x	–
4) Qualifications for substitute teachers and teachers aids	x	x	x	–	x	x	x	x	x	x	–
5) Criteria for emergency or temporary certificates	x	x	x	x	x	x	x	x	x	x	x
6) Requirement of "teaching in field" and exceptions	x	x	x	x	x	x	–	x	–	–	–
b) *Administrative and Supervisory Personnel*											
Educational Requirements											
1) Superintendent	x	x	x	x	x	x	x	x	x	x	x
2) Executive head	–	x	–	–	–	–	x	–	–	–	–
3) Educational administrative specialist	–	x	–	–	x	–	x	x	x	–	–
4) Elementary school principal	–	x	x	x	x	–	x	x	x	–	x
5) Secondary school principal	–	–	x	–	x	–	–	–	x	x	x
6) Vocational school administrator											
c) *Pupil Personnel Services*											
Educational Requirements											
1) School counselor	x	x	x	x	x	x	x	x	x	x	x
2) School psychologist	–	x	x	x	x	–	x	x	x	–	–
3) Visiting teacher	–	–	x	x	x	–	x	–	x	–	–
4) School nurse	–	–	x	–	x	–	–	x	x	–	–
5) Athletic coaches	–	–	–	–	x	–	–	x	–	x	–
2. *Certification Procedures For*											
a) Issuing and renewing certificates	x	x	x	x	x	x	x	x	x	x	x
b) Revocation of certificates	x	x	x	x	x	x	–	x	x	x	–
c) Reciprocity of certification between states	–	x	x	x	x	x	x	–	x	x	x
d) Teachers in non-tax supported schools	x	–	–	–	–	–	x	–	–	x	–
e) Violation of contracts (Penalty)	x	–	–	x	–	x	–	x	x	–	–

D. School Standards and Curriculum (Con't)	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
3. *Curriculum and Course Credits*											
a) Education programs, constant and elective subjects	x	–	–	x	x	x	x	x	x	x	x
b) Standards for college preparatory curriculum	x	–	–	–	–	–	–	–	x	–	x
c) Credit for pupils entering military service	x	–	–	–	x	–	–	–	x	–	x
d) Basis for secondary school credit	x	x	–	–	x	x	x	–	x	–	x
e) Requirements for high school graduation	x	x	x	x	x	x	x	x	x	x	x
f) High school equivalence certificate	x	–	–	–	x	–	x	x	x	x	–
g) State-wide testing program	x	–	–	–	x	x	–	–	–	–	x
h) Credit for course in applied music	x	x	x	–	–	x	–	–	x	x	x
i) Driver education course	x	–	–	–	–	x	x	–	–	–	x
j) Credit for physical education	x	–	x	–	x	–	–	–	x	x	x
k) Credit for summer school and correspondence courses	x	–	–	–	x	x	–	–	–	–	–
l) School activity program	x	–	x	–	–	x	–	–	x	–	x
4. Teacher Personnel											
a) Duty-free lunch period	–	–	–	–	x	–	–	x	–	–	–
b) Assignments for visiting teacher	–	–	–	x	–	–	–	–	–	–	–
c) Leave—pending childbirth	–	–	–	–	–	–	–	–	–	–	x
d) State sick-leave fund	–	–	–	x	–	–	–	–	–	–	–
e) Salary schedule	–	–	–	x	–	–	–	x	x	–	–
5. *Pupil Personnel*											
a) Imbalance and discrimination in public schools	–	–	x	–	x	x	x	–	–	–	x
b) Entrance age	–	x	x	x	–	–	–	x	–	–	–
c) Implementing compulsory attendance law	x	–	x	x	–	–	x	x	–	–	–
d) Releasing children from school to adults other than parents	–	–	x	–	–	–	–	–	–	–	–
e) Conducting health service program for school children	x	–	x	–	x	x	–	–	–	–	–
f) Absence for field trips	x	–	–	x	–	–	–	x	–	x	–
6. *Textbooks*											
a) *Textbook Program*											
1) Procedures of selection	x	–	x	x	–	x	–	x	–	–	–
2) Purchase and distribution	–	–	–	x	–	x	–	x	–	–	–
3) Administration of free textbooks program	x	–	–	–	–	x	–	x	–	–	–
b) *Restrictions*											
1) Sale of workbooks, books or consumable supplies to pupils	–	–	x	x	–	–	–	–	–	–	–
2) Sale of articles in school by pupils	x	–	–	x	–	–	–	–	–	–	–
7. *State Film Library*											
a) Procedures for administration of film library	x	–	x	x	–	–	–	–	–	–	–
b) Method of selection of films	x	–	x	x	–	–	–	–	–	–	–

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
D. School Standards and Curriculum (Con't)											
8. *Educational TV*											
e) Criteria for educational TV programs	x	–	–	x	–	–	x	x	x	x	–
E. SCHOOL DISTRICT ORGANIZATION											
1. *Administration*											
a) Criteria for the organization of school units	x	–	x	x	x	–	x	x	–	x	–
b) Procedures for reorganization of districts	x	x	x	x	x	–	x	–	x	x	–
c) Criteria for establishing attendance centers	x	–	x	x	–	–	x	–	x	–	–
d) Dissolution and annexation	x	–	–	–	–	–	x	–	x	–	–
e) Consolidation of districts	x	–	x	x	x	–	x	–	–	–	–
f) Approval of special types of districts	–	–	x	x	–	x	x	–	x	–	–
2. *Services Provided*											
a) Procedures for hearing on appeals	x	x	x	–	–	x	x	x	–	x	–
b) Approval of final plans	–	–	–	–	x	–	x	–	x	–	–
c) Perform surveys	–	–	–	–	x	–	x	–	x	–	–
F. SCHOOL BUILDINGS AND SITES											
1. *General Provisions*											
a) Site specifications criteria for evaluation and selection of site by the state agencies concerned	x	–	x	x	x	–	x	x	x	x	x
b) Building plans and specifications. Use of state guides in planning buildings and letting of contracts	x	–	x	x	x	x	x	x	x	x	x
c) Facilities—Provisions for space adapted to education programs	x	–	–	x	x	–	x	–	x	x	x
d) Equipment—Provisions for properly equipping classrooms, buildings and grounds	x	–	–	–	x	x	x	–	x	x	–
e) School safety program—Guides on safety features of buildings and grounds	x	–	x	–	x	x	–	–	–	x	–
2. *Approval of Plans and Specifications*											
a) State Board of Education	x	–	x	x	x	x	x	x	x	–	–
b) Other state agencies	–	x	–	x	x	x	–	x	x	x	–
c) State Building Authority	–	–	–	x	–	–	x	–	x	–	–
3. *Financial*											
a) Criteria for state financial assistance	x	–	–	x	–	x*	x	–	–	–	–
b) Requirements for capital outlay funds	–	–	–	x	–	–	–	–	x	–	–
c) Provisions for approval of bond issues	x	–	x	x	–	–	x	–	–	–	–
4. *Abandonment of School Buildings*	–	–	–	x	x*	–	–	–	x	–	.

* Other State Agency.

G. FEDERAL ASSISTANCE PROGRAMS

Kinds of Federal Programs	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
1) Area Development Act P.L. 87-27	–	–	–	–	x	–	–	x	–	–	–
2) Armed Forces Medical Rejectees Program 88-635	–	–	–	–	x	–	–	x	–	–	–
3) Cooperative Research Act 83-531	–	x	–	–	–	–	–	–	–	–	–
4) Economic Opportunity Act 88-452	–	x	–	x	x	–	–	x	–	–	–
5) Elementary and Secondary Education Act of 1965 89-10	x	x	x	x	x	–	–	x	–	x	–
6) Federal Affected Areas P.L. 815	x	x	–	–	x	–	–	x	–	x	–
7) Federal Affected Areas P.L. 874	x	x	–	–	x	–	–	x	–	x	–
8) Federal Civil Defense Act (Adult Civil Defense Education)	–	x	x	–	x	–	–	x	–	x	–
9) Federal (Surplus) Property and Administrative Service Act 81-152	x	–	–	x	–	–	–	–	–	–	–
10) Grants for Training Teachers and Specialists, Mentally Retarded 88-164	–	x	x	–	x	–	–	–	–	x	–
11) George-Barden Act 79-586; 84-911; 85-864	–	–	x	x	x	–	x	x	x	x	–
12) Johnson-O'Malley Act (Indian Education)	–	–	–	–	x	x	–	–	–	x	–
13) Library Services and Construction Act 88-269	–	x	–	x	x	–	–	–	–	–	–
14) Manpower Development and Training Act 87-415; 89-15	–	–	x	x	x	–	–	x	–	x	–
15) National Defense Education Act 85-864	x	x	x	x	x	–	x	x	x	x	x
16) National School Lunch Act 79-396	x	x	x	x	x	–	–	x	–	x	–
17) National Science Foundation Act 81-507	–	–	–	–	x	–	–	–	–	x	–
18) OASI Disability Determination 83-761	–	–	x	–	x	–	–	x	–	x	–
19) Smith-Hughes Act 64-347	–	–	x	x	x	–	–	x	x	x	–
20) Special School Milk Act 83-690	x	x	x	x	x	–	–	x	–	x	–
21) Veterans On-The-Job and Institutional Training 82-550	x	–	x	–	x	–	–	x	–	x	–
22) Veterans Readjustment Benefits Act of 1961 89-358	–	–	–	–	x	–	–	–	–	–	–
a) Adult Education Veteran's Programs	x	–	x	x	x	–	–	x	–	–	x
23) Vocational Education Act of 1963 88-210	x	–	x	x	x	–	–	x	x	x	x
a) Area Vocational Schools	–	–	x	x	x	x	x	–	x	x	x
b) State Technical Institute	–	–	x	x	–	–	–	–	x	–	–
24) Vocational Rehabilitation Act 89-333	x	–	x	x	x	x	x	x	–	x	–

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
H. TRANSPORTATION OF PUPILS											
1. *School Bus Equipment*											
a) Requirements for buses	x	x	–	x	x	x	x	x	x	x	x
b) State plan for purchase of buses	x	–	–	x	–	·	x	–	–	–	–
c) Procedure in apportioning funds for purchase of buses	x	–	–	x	–	–	x	–	–	–	–
2. *Bus Driver Qualifications*	x	x	–	x	x	x	–	x	–	x	x
3. *Operation of School Buses*											
a) Guides for operating and maintaining buses	x	x	–	–	x	x	–	x	–	–	–
b) Provisions for safety in school transportation	x	x	–	x	x	x	–	–	–	–	–
4. *Transportation Areas*											
a) Criteria for establishing transportation areas	–	–	–	x	x	x	–	–	–	–	–
b) Conditions regarding transportation of non-residents	–	–	–	x	x	x	–	x	–	–	–
5. *Determination of Pupil Eligibility*	x	x	x	x	x	x	x	x	–	–	–
6. *State Aid*											
a) Guide for determining approved transportation costs	x	x	x	x	x	x	x	x	–	–	–
b) Allowance for bus depreciation	x	x	x	x	x	x	x	x	–	–	–
c) Criteria for determining transportation aid	x	x	x	x	x	x	x	x	–	–	–
I. HIGHER EDUCATION											
1. *Requirements for Institutions of Higher Education*											
Establishment of criteria for certificate of authorization or charter	–	–	–	x	–	–	x	–	x	–	x
2. *Teacher Training Programs*											
Requirements of programs for approval	–	–	–	x	–	–	x	–	–	x	x
3. *Junior or Community Colleges*											
Provisions for establishing Junior Colleges, admissions, graduation and financial	–	–	–	x	–	–	–	–	x	–	x
4. *Admission Requirements*											
Criteria for admittance from high school and other higher institutions of training	–	–	–	x	–	–	x	–	–	–	x
5. *Criteria for Graduation*	–	–	–	x	–	–	–	–	–	–	x
6. *Off-Campus Programs*	–	–	–	–	–	–	x	–	–	–	x
7. *Student Personnel*											
Criteria for residence status, health program, examinations and counseling	–	–	–	x	–	–	x	–	–	–	x

	Ark.	Colo.	Conn.	Georgia	Minn.	N. Mex.	Ohio	Oregon	Penn.	S. Dak.	W. Vir.
I. Higher Education (Con't)											
8. *Staff Personnel*											
Requirements relating to salary, tenure, class hours, sick leave, etc	–	–	–	x	–	–	–	–	–	–	x
9. *Policies and Guides* relating to; graduate and summer programs, capital expenditures, minimum enrollment and class size, classification and employment practices for staff, use of state controlled buildings, discrimination and nonsegregation and fiscal policies	–	–	–	x	–	–	–	–	x	–	x
J. OTHER EDUCATION AGENCIES AND INSTITUTIONS											
1. *Public Library*											
Criteria for establishing public libraries, grant-in-aid, distribution of federal and state assistance	–	x	x	x	x	–	–	–	–	–	–
2. *School for Blind*											
Procedures for operation, maintenance and administration	–	–	–	x	–	–	x	–	–	–	–
3. *School for Deaf*											
Procedures for operation, maintenance and administration	–	–	x	x	–	–	x	–	–	–	–
4. *Private Trade Schools*											
Procedures relating to solicitation, operation, advertising, financial, accounting procedures and breach of contract	x	–	x	–	x	x	–	x	–	–	x

Summary

For the ten major Areas of Education Policy there are a total 277 items. The number of policy items vary from four in Area J, other Education Agencies, to 79 in Area A, Central Education Agency.

In Summary Table 1, the distribution of the number of instances for each area by the participating states is given. The variation in the number of recorded policy items by the project states is due to a number of factors, such as, the laws containing policy statements and procedures, as district reorganization, transportation, and higher education, or the assignment of some responsibilities to other state agencies like school building construction and school finance programs or the manner of selecting members for the state board of education or the election or appointment of chief state school officer.

Chart 1 illustrates the relationship between the total possible policies for the eleven states and the total recorded policies for each area and the percent. There are a total of 537 instances recorded for Area A out of a possible 869 (79 x 11), thus, this represents 62 percent of the possible totals. The highest percent, 68, is recorded for Area C, Certification of Professional Employees.

Table 2 indicates the number of states recording the same or similar policy items by areas. In Area A there are five items which are included in policy statements for all eleven states. These items are: calling of board meetings; procedures in determining policies; enactment of minimum standards; filing, indexing and distributing board minutes; and preparing agendas for board meetings. Also for Area C, all eleven states recorded similar policies for five items and in Area D, all states have three similar items. There are ten items listed in Areas B, D and G which are reported by single states. These single items are included in the tabulation because of their importance. In the same manner the similarity of the several policy items by the several states may be noted.

Chart 2 illustrates the number of policy items reported for each state for the ten areas of education policies. The percent as indicated is the relationship of the recorded policies for a state to the total number of policy items (277). Arkansas recorded 177 policy items which is 64% of the total policy items. In a similar manner the situation for the other states is indicated. The median number of policies is 139 which corresponds closely to the average number of 140 per state.

Table 3 summarizes the policy items for Area A, Central Education Agency. The table lists the subdivisions with the number of policy items for each in Column 1, the number of policies for each subdivision by states in Columns 2-12 and the total number of instances that policies are reported in each of the several categories in Column 13. The totals from Table 3 are illustrated in Chart 3. For Area A, Connecticut has recorded 74 policy items out of the actual total of 79 for a percent of 94. This chart shows the similar relationship for the other states. The breakdown of the other areas in this manner would be interesting if space permitted.

These summary tables and charts serve to illustrate the areas in which much attention has been given to developing policies. They should serve as future guides for development of policies in areas which would improve the administration, supervision and expansion of the education.

Table 1

AREAS OF EDUCATION POLICY

Total Recorded Policies for Each State by Areas

POLICY AREAS	Total Individual Items for Each Area	PARTICIPATING STATES											Total Policies Reported by All States
		Arkansas	Colorado	Connecticut	Georgia	Minnesota	New Mexico	Ohio	Oregon	Pennsylvania	South Dakota	West Virginia	
	1	2	3	4	5	6	7	8	9	10	11	12	13
A. Central Education Agency	79	54	58	74	21	52	60	39	49	35	50	45	537
B. Foundation and Finance Programs	30	14	6	12	17	18	1	16	3	3	5	6	101
C. Certification of Professional Employees	26	15	19	21	18	23	15	18	20	18	16	11	194
D. School Standards and Curriculum	69	58	24	27	43	43	37	32	30	34	31	29	388
E. School District Organization	9	6	2	6	5	5	2	9	2	6	3	—	46
F. School Buildings and Sites	12	8	1	5	10	8	6	6	8	4	9	3	68
G. Federal Assistance Programs	27	11	11	16	15	24	3	4	18	6	18	4	130
H. Transportation of Pupils	12	10	8	4	11	10	10	7	8	1	2	3	74
I. Higher Education	9	—	—	—	8	—	—	5	—	3	1	9	26
J. Other Education Agencies and Institutions	4	1	1	3	3	2	1	2	1	—	—	1	15
Total	277	177	130	168	151	185	135	138	139	110	135	111	1579

Chart I

AREAS OF EDUCATION POLICY

Relationship of Recorded Policies to Possible Total Policies by Areas

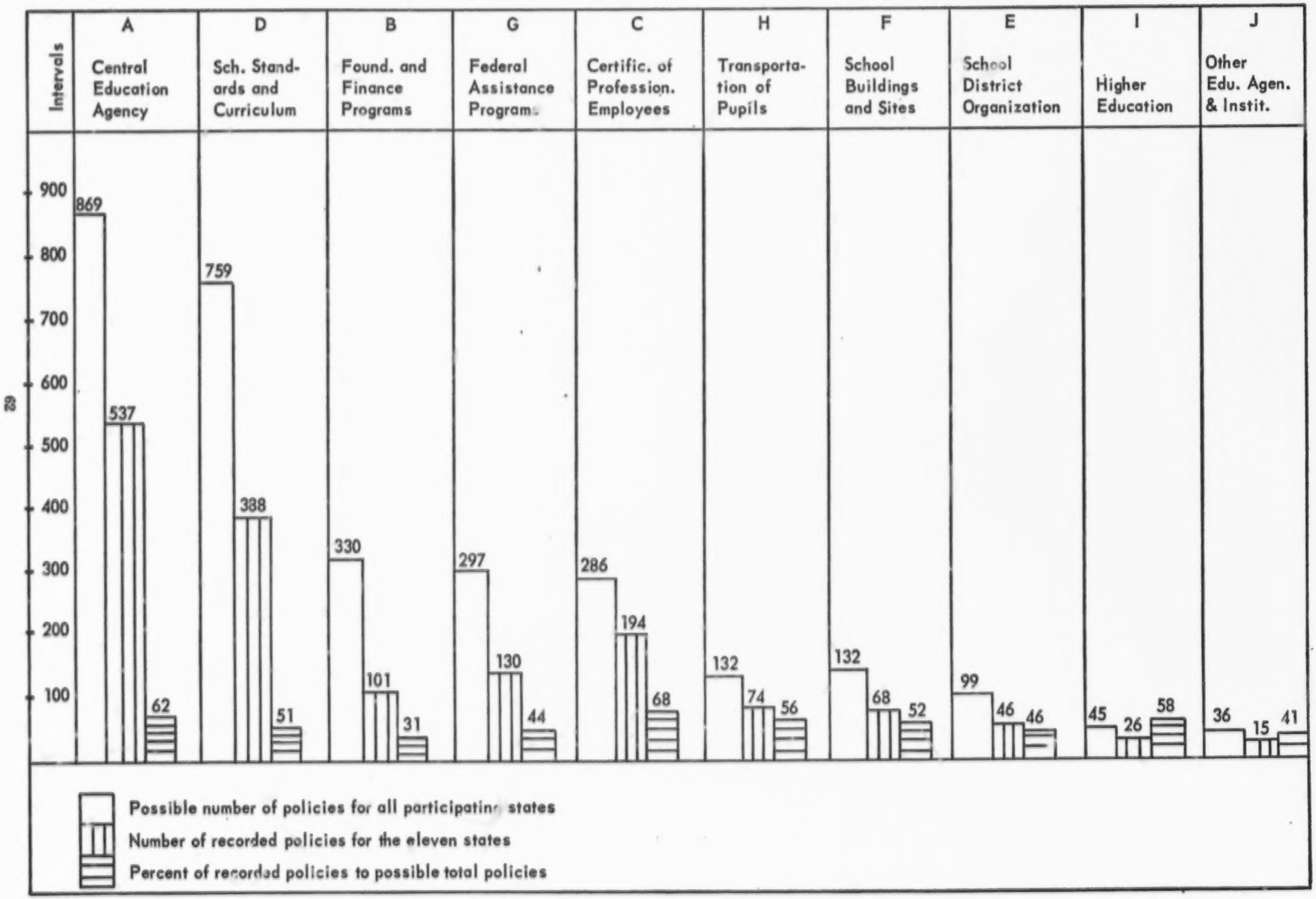


Table 2

AREAS OF EDUCATION POLICY

Summary of Number of Participating States Reporting Similar Policies in Each Area

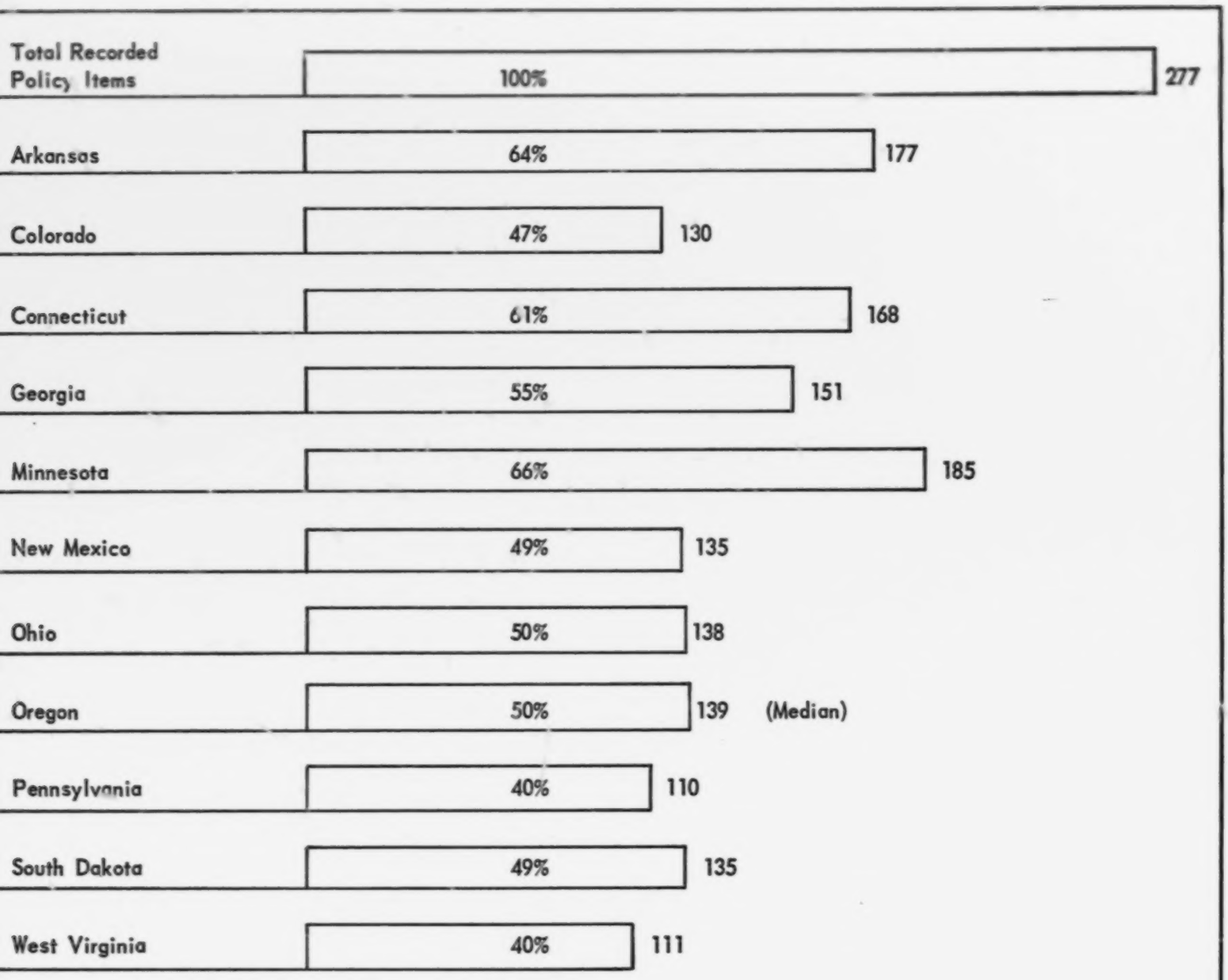
POLICY AREAS	NUMBER OF STATES REPORTING											Total
	11	10	9	8	7	6	5	4	3	2	1	
A. Central Education Agency	5	10	13	10	6	8	7	6	10	4	—	79
B. Foundation and Finance Programs	—	—	—	—	2	2	7	2	5	7	5	30
C. Certification of Professional Employees	5	1	6	3	3	—	3	1	3	1	—	26
D. School Standards and Curriculum	3	3	7	8	5	4	13	8	8	7	3	69
E. School District Organization	—	—	—	1	2	—	3	—	3	—	—	9
F. School Buildings and Sites	—	1	1	1	2	1	1	2	2	1	—	12
G. Federal Assistance Programs	—	1	—	3	4	2	5	3	3	4	2	27
H. Transportation of Pupils	—	1	1	4	—	—	2	1	3	—	—	12
I. Higher Education	—	—	—	—	—	—	—	2	4	3	—	9
J. Other Education Agencies and Institutions	—	—	—	—	—	1	—	1	1	1	—	4
Total	13	17	28	30	24	18	41	26	42	28	10	277

NOTE: All states reported similar policies for five items in areas A and C and for three items in Area D. Ten states reported similar policies for 17 items in areas as indicated above. In the same manner it can be determined the number of states recording similar policies by areas.

Chart 2

AREAS OF EDUCATION POLICY

Number and Percent of Policy Items as Recorded for Each Participating State



= 50 items. Average Number of items per state – 140. Percent represents the relationship between the number of items for each state and the total number of recorded items.

Table 3

POLICIES FOR CENTRAL EDUCATION AGENCY

Distribution of Policy Items for Subdivisions of Area A by Project States

SUBDIVISIONS	Individual Items for Sub-divisions	PARTICIPATING STATES											Total Recorded Policies for All States
		Arkansas	Colorado	Connecticut	Georgia	Minnesota	New Mexico	Ohio	Oregon	Pennsylvania	South Dakota	West Virginia	
	1	2	3	4	5	6	7	8	9	10	11	12	13
1. State Board of Education													
a) Organization and Administration	11	8	9	11	4	8	9	9	8	5	6	8	85
b) General Functions	10	8	10	9	4	7	7	4	6	3	7	5	70
c) Rules of Procedure	8	5	6	8	2	4	6	6	7	6	5	4	59
d) Relationship with CSSO	6	6	5	5	—	4	6	3	2	5	6	6	48
e) Public Relations	7	4	3	7	—	4	5	3	3	3	4	3	39
f) Public Hearings	1	—	1	1	—	1	—	1	—	1	1	—	6
g) Adjudication	2	1	2	2	2	1	1	1	1	1	—	—	12
h) Personnel Policies	9	4	7	8	2	4	4	1	4	—	2	3	39
Total	54	36	43	51	14	33	38	28	31	24	31	29	352
2. Chief State School Officers													
a) General Functions	6	6	3	5	5	5	6	3	5	2	5	5	50
b) Specific Functions	11	4	5	11	1	7	10	3	8	5	6	4	64
c) Functions Delegated	4	4	4	3	1	3	3	2	2	—	4	4	30
Total	21	14	12	19	7	15	19	8	15	7	15	13	144
3. State Department of Education, General Functions	4	4	3	4	—	4	3	3	3	4	4	3	35
Area A Total	79	54	58	74	21	52	60	39	49	35	50	45	537

NOTE: Column 1 indicates the number of policy items for each sub-division.
Columns 2-12 give the number of recorded policy for each state.
Column 13 contains the total responses for all project states. The total number of policies for each state is given in the area total. Limited space prevents the breakdown of the recorded policy items in a similar manner for other areas.

POLICIES FOR CENTRAL EDUCATION AGENCY

Relationship of Recorded Policies of Each Participating State
to the Total Policy Items for Area A

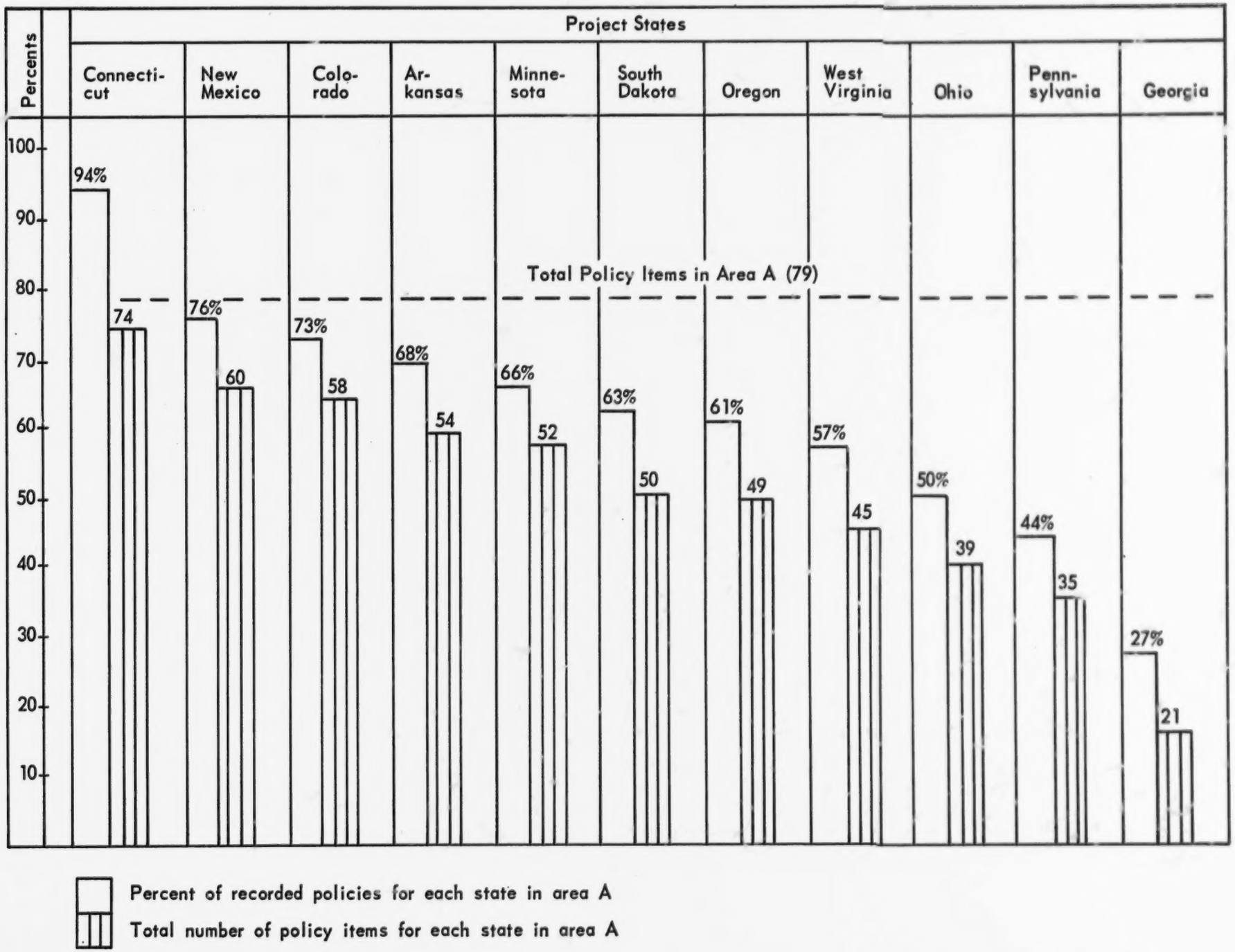


Table 4

All Participating States Reported Policies on Following Items

A-1-a-4	Calling of board meetings
A-1-b-1	Determination of policies
A-1-b-5	Enactment of minimum standards to assist local agencies
A-1-c-4	Filing, indexing and distributing of board minutes
A-2-a-1	Preparing agendas for board meetings (CSSO)
C-1-a-1	General education requirements for elementary and secondary School teachers
C-1-a-3	Criteria for emergency certificates
C-1-b-1	Education requirements for superintendents
C-1-c-1	Education requirements for school counselor
C-2-a	Issuing and renewing certificates
D-1-1	School library
D-1-u	State and local reports
D-3-e	Requirements for graduation

VIII. CODING POLICIES, RULES AND REGULATIONS

The content of Chapter VII indicates that among the several project states there is a semblance of similarity in the areas which the state boards of education have considered appropriate for policymaking. There is, however, considerable variance in content and completeness of coverage. No two states have used the same outline or plan of arrangement, and each has its own system of coding or designating items and sub-items. The usual alphabetical-numerical outline form or some modification of it is most commonly used.

Regardless of what system is used, item designations frequently have attached to them certain letter or number designations assigned to education by some other authority of state government for identity. Such numbers may actually come from the legal code of the states. These systems serve essential purposes of internal operation and records, in the states for which they are designed. They need not interfere with such general or uniform coding as might be adopted, and may be used or not as desired in making comparative, statistical or developmental studies between states.

Such indication as there is, which could hardly be called a trend on the basis of existing evidence, points toward a system of hundreds, with each hundred group identifying a major subject area. Combinations of dashes, digits and decimal points make possible the adoption of the code language which would be most readily understood and utilized by both men and machines.

In the descriptions which follow from the various states there is a glimmer of possibility that an interstate code could be devised which would have meaning among states, and still would not disrupt codes which the states would consider necessary or desirable to preserve for their own uses.

ARKANSAS

A booklet entitled POLICIES of the STATE BOARD OF EDUCATION in 1961 contains three parts.

Part I describes the STATE BOARD OF EDUCATION, its composition, powers, duties and functions.

Part II sets forth a consecutive enumeration of 21 items of GENERAL PHILOSOPHY AND BELIEFS.

Part III contains the board's PERSONNEL POLICIES.

Major items in Part III and sub-items are shown by differentiation in boldness and style of type face, without complete consistency, and some use of arabic enumeration. No single pattern is evident

COLORADO

Information on state board of education policies is limited to internal policies of the board and is labeled TENTATIVE (For Discussion Only). However, it gives a key as to the nature of what may be in the making.

Briefly the following subject areas are covered with the initial number designations as shown:

1. ORGANIZATION
2. BY-LAWS
3. PROCEDURES
4. PHILOSOPHY AND BELIEFS
5. GENERAL POLICIES

To the right of decimal point one- or two-digit figures are used to designate divisions of the subject. Under the divisions parenthesized lower-case letters are used.
Pattern

1.11—(a), (b) etc.

CONNECTICUT

Policies, rules, regulations and recommendations are issued under authority of the state board of education in a dozen printed or mimeographed publications.

Code designations are closely correlated with Connecticut law. The most frequently used prefix is the figure "10" which means Section 10, although where other sections of the law apply, other appropriate numbers are used.

As an example, the bulletin "Regulations for Teachers Certificates" is divided into ten major parts designated by roman numerals I through X. All major items under each part in this bulletin carry the designation 10-146 and a third number indicating further breakdown—10-146-1, 10-146-2 etc. Below these designations the usual lower case letter and arabic number system is used.

Other areas have attached to them 10-6, 10-8, 10-5, 10-95 etc.

Special adaptations are used for special programs but the system is consistent throughout.

GEORGIA

A bulletin entitled POLICIES of the STATE BOARD OF EDUCATION bears the publication date of September 1, 1962.

Pages in this bulletin are numbered under the following groups: A for Administration; IL for Instructional Materials and Library Services; V for Vocational; I for Instruction Services; R for Rehabilitation; and a section on Field Services without letter or number designations.

On page A-1 reference is made to Code Section 32-607 which is Georgia law. From page A-2 through page A-7 there is material which apparently is policy adopted by the board, but not so designated, except that dates are attached which could indicate action dates or effective dates. Main division titles are not numbered or lettered but arrangement of content follows the plan of roman numerals followed by arabic numbers.

On page A-8, Code Section 32-603 is cited as authority and followed by board resolutions. The remainder of part A, through page 24, contains a record of board action founded on law with the distinction clear in most cases. In some instances the action is labeled "Policy", others not.

The short (2-page) part IL follows the same general plan

as part A, except that numbering begins directly with arabic numbers without the use of roman characters.

Part V sets forth the overall policy of the board on vocational education, supported by standards, rules and regulations. The same outline pattern is used as that in part A, but no citations or quotations from the law are given.

Part I has six sections listed at the beginning opposite arabic numbers, but not so numbered in the content. In some sections the initial breakdown begins with roman numerals, some with arabic, and some have no such divisional designations. The section contains standards, regulations, procedures and policies of the board, and some criteria and policies of related agencies.

Part R contains a generous amount of information about the rehabilitation program—what it provides, who may qualify along with statements about the services and benefits. No outline characters appear except arabic digits in a few places.

The final part brings together information on several kinds of special services, with no code plan running through the unnumbered pages. One section is broken down under a roman numeral—capital letter—arabic number succession; others under arabic numbers and lower case letters. Obviously, there is no consistent pattern throughout the bulletin.

Another set of pamphlets, the issue date of which does not appear, is made up on CRITERIA for a number of the features of the state's education program. In the main there is no more consistent pattern of outlining or coding than in the document described immediately above.

More recently issued material, of considerable volume bears the caption RULES OF THE STATE DEPARTMENT OF EDUCATION on each of 24 topics. The whole series prepared under the identification number of 160, assigned to the department of education by some overall state authority.

That initial number is followed by a dash and an arabic number indicating each of the 24 separate topics. Further breakdown under the respective topics is indicated by a dash and decimal numbers beginning with .01 and running as high as necessary. In this succession further breakdown is indicated by parenthesized arabic numbers and lower case letters. Frequent citation and quotation of state laws are given as substantiation.

The coding series is consistent through section 6, and in sections 11 through 15, but in sections 7 through 10, and those beyond 15, a third whole number is injected into the series, illustrated as follows:

160-1-.01
160-6-.01
160-7-1-.01
160-10-1-.01
160-11-.01
160-15-.01
160-16-1-.01
160-25-1-.01

There may be some explanation of these differences which is not apparent on the surface.

MINNESOTA

Under date of May 1963 a publication was issued with the title; POLICIES of the MINNESOTA STATE BOARD OF EDUCATION. An explanatory sub-title specifies the contents to be "Policies Relating to Conduct of Business of the Board and Operation of the State Department of Education". The cover sheet bears a designation Code IX-B-401 which is merely a number in a departmental code for identification of publications.

There is some explanatory material which takes certain provisions of state law and rephrases them in slightly less technical terms.

Actual rules, policies and guidelines are classified under "ARTICLES" rather than "CHAPTERS" which are given code numbers in a one hundred series—101, 102, 103 etc. This corresponds to the code designation being used in some other states for policies of the state board of education.

The similarity is carried no further, however. Within each ARTICLE the divisions and sub-divisions have attached to them numbers in a 5000 series, which is a relic of the time when that 4-digit number meant "education". There is no apparent relation between the ARTICLE number and the breakdown which follows. Detail under each group in the 5000 series appears in outline form using lower case letters and arabic numerals, parenthesized where necessary. In some instances legal citations are given.

Another publication, very expertly prepared and beautifully bound is entitled ADMINISTRATIVE MANUAL FOR MINNESOTA PUBLIC SCHOOLS. It contains, as its subtitle suggest, REGULATIONS, DIRECTIVES, PROCEDURES RELATING TO THE OPERATION OF THE PUBLIC SCHOOLS OF MINNESOTA.

The book has two major divisions—Part I and Part II, with each one divided into chapters. The two parts are coded differently from each other.

Part I contains twenty-two chapters enumerated with use of roman numerals. Sections are numbered with one-, two- and three-place arabic digits with first-place digits running from 1 through 9. Gaps are left in the numbering with unused numbers reserved for future use. Each section number is preceded by the letters EDU, a prefix assigned by the secretary of state as identification with education.

There is no numerical relationship between chapter numbers and section numbers. The same initial digit may run through several successive chapters if the subject matter is related.

In Part III there are twenty-one chapters, each with an arabic number followed by a decimal point and two zeros. Every chapter number is preceded by the roman II, indicating Part II. Thus chapter one is designated II:1.00 and chapter twenty-one II:21.00. Section numbers begin with arabic numbers corresponding to the arabic chapter numbers with decimal points and additional digits for subdivisions within sections. Gaps are left in numbers to the right of the decimal point for later use.

NEW MEXICO

The latest publication available was issued in May 1960 under the title: HANDBOOK—POLICIES AND PRINCIPLES—NEW MEXICO STATE BOARD OF EDUCATION. Contents are outlined as follows:

I INTRODUCTION

II STATUTORY AUTHORITY
- A. The State Board of Education
- B. Local Boards of Education

III PHILOSOPHY
Sub-points 1 through 9

IV STATE BOARD OF EDUCATION AND VOCATIONAL EDUCATION ORGANIZATION
Sub-points A-B-C etc., 1,2,3 etc.

V (Missing)

VI THE SUPERINTENDENT
Sub-points A-B-C etc., 1,2,3

VII THE DEPARTMENT
- A. Instructional Areas—1-2-3
- B. Administrative Services Area (no subs)
- C. Information Services (no subs)

In the fall of 1966, a staff committee was created in the department of education on State Board Beliefs.

Functions of the committee are to:

1. Assemble the statutes and constitutional provisions outlining the duties, responsibilities, and powers of the state board of education.
2. Research state board policies of years prior to 1960.
3. Review and compile policy actions of the state board from 1960 to the present.
4. Obtain the regulations, state plans, and policies of the state board that have been filed in the Supreme Court Law Library.
5. Begin preparation of internal personnel policies and development of a personnel handbook.
6. Write a brief history of the state board of education and the relationships that should exist between the board and other groups.
7. Write a philosophy of education for the state board of education and a prelude for the policy handbook.

No information is available to date as to what kind of outlining or coding might be used. There is indication here, however, of the areas to be touched upon.

OHIO

Chapters by Hundreds—100, 200, etc.

Sections by units and tens—101, 103, 105 etc. skipping numbers. Sub sections by decimals—101.1, 101.2, 101.3 etc. consecutive numbers.

Many policies are taken directly from or adapted from Ohio law, in which case legal code citations are given.

Example: Policy code section 101.2 is derived from (R. C. 3301.021) R.C. apparently meaning Revised Code.

The system and cross reference is consistent throughout.

OREGON

A compilation adopted September 14, 1960 carries the title: POLICIES AND PROCEDURES OF THE STATE BOARD OF EDUCATION OREGON. This document has to do with the legally constituted department of education and its components, including the state of education itself. It has every appearance of being one chapter of several with a system of hundreds used for chapter designations.

The chapter designation "101" is carried all the way through, with the decimal point and successive arabic numbers as the first breakdown. Some items use all the single arabic digits and go on to two places.

An outline form is carried along with the code numbering following the usual series of capital letter—arabic number —lower case letter—parenthetic number, etc.

In certain instances legal citations are given such as ORS 326.140.

No additional chapters are available with code designations corresponding to this one. Three appendices follow the chapter, two in outline form, and one in chart form showing the organization of the department. None are coded.

Several pages, dated January 5, 1963, follow covering PERSONNEL AND INFORMATION, under what appears to be the "800" series, and PUBLICATIONS AND INFORMATION with modified "900" designations. These portions evidently are related to the staff services division on the organization chart but there is no indication of the derivation of the code numbers used.

Either a coding system, begun in 1960 has not been further developed, or subsequent developments have not been made available.

Another publication entitled STANDARDS FOR PUBLIC SCHOOLS, issued in 1966, contains what may be considered external policies or regulations. This material is arranged in outline form with a regular succession from roman numeral through arabic numeral, lower case letter, paranthetic number, etc.

PENNSYLVANIA

Initial information on coding policies is taken from a publication entitled GENERAL CURRICULUM INFORMATION. It is indicated that this is Chapter 7, presumably among several chapters on various major topics.

The chapter is divided into five parts with titles and roman number designations as follows:

Part I GENERAL PROVISIONS
Part II ELEMENTARY SCHOOLS
Part III SECONDARY SCHOOLS
Part IV RELATED CURRICULUM AREAS
Part V CREDENTIAL EVALUATIONS

Within the parts all items carry the chapter number arabic 7 followed by a dash and successive arabic digits each beginning with a number corresponding to the number of the part under which it is listed.

Thus there appears under Part I: 7-101, 7-102 etc.

The first level breakdowns under such numbered items are designated by roman numerals and the second by capital letters. Thus under Part IV there appears the following succession:

7-401

I.

A.

B.

C.

D.

II.

A.

B.

C.

D.

No further breakdown is shown in that publication to indicate whether the designation would be arabic numbers, lower case letters, or other combination of symbols.

Additional information supplied by the secretary of the state board of education, shows the following code systems being used in the Department of Public Instruction. The **School Laws of Pennsylvania** identify major divisions as "articles" using a Roman numeral. Each article may be subdivided in 99 sections or less, identified as "sections" and coded by a three-digit Arabic numeral, using the article number plus two digits.

This coding system is used extensively by the General Assembly in the enactment of laws of the Commonwealth.

The **State Board Regulations** use a two-part number to identify subjects, titles or headings. The first part is the "chapter" designation identified by a one- or two-digit number. The second part divides each chapter into nine sections or less, using the first digit of a three-digit number. Additional subdivisions of nine or less parts are possible, using the seond and third digit of the number. Additional breakdowns are possible by using one or more digits beyond the decimal. This coding system is identical to that used for the School Administrators' Handbook.

The **DPI Administrative Manual** uses a four-digit code to identify subjects, titles or headings. The manual is divided into nine main divisions, identified by the first digit of the four-digit code. Each division may be subdivided in nine sections or less, using the second digit of the four digit code. Additional subdivisions of nine or less parts are possible, using the third and fourth digit. Additional breakdowns are possible by using one or more digits beyond the decimal.

The **School Administrators' Handbook** uses a two-part number to identify subjects, titles or headings. The first part divides the Handbook into major areas identified by a two-or three-digit number. The second part of the number divides each major area into nine sections or less, using the first digit of a three-digit number. Additional subdivisions of nine or less parts are possible, using the second and third digit of the number. Additional breakdowns are possible by using one or more digits beyond the decimal.

1. a **five-digit** code for districts operating as a single administrative unit under Act 299;
   a. two digits for county
   b. two digits for administrative unit
   c. one digit for class of district
2. a **seven-digit** code for districts **not** reorganized pending appeals to Commonwealth Court. These codes will be changed to the five-digit system when reorganization is completed.
   a. two digits for county
   b. three digits for administrative unit
   c. one digit for class of district
   d. one digit for type of school.

Four digits are added to either system to identify school buildings. When originated a few years ago, all buildings were numbered beginning with one (0001) in Adams County. Additions are now made to the serial number regardless of location.

When intermediate units become a reality, two digits will be added to show the intermediate unit to which the district belongs.

SOUTH DAKOTA

Two publications are submitted as containing policies adopted by the state board of education and issued by the department of public instruction. They are: ELEMENTARY SCHOOL POLICIES—SUGGESTED EDUCATIONAL POLICIES FOR THE ADMINISTRATION AND OPERATION OF ELEMENTARY SCHOOLS; and SECONDARY SCHOOL STANDARDS—POLICIES MINIMUM STANDARDS REGULATIONS FOR ACCREDITATION OF SECONDARY SCHOOLS.

Each bulletin opens with a statement of philosophy and purpose and proceeds through a clearly outlined presentation of the subject matter.

In the elementary bulletin descending outline designations are I, A, 1, a etc. with no attempt at fitting into a more comprehensive system of coding.

The secondary bulletin prints topical headings in bold face type but gives them no letter or number designations. Breakdown under such headings utilizes first a simple succession of arabic numbers, lower case letters, then the same succession in parentheses.

Both bulletins contain some requirements, some recommendations.

WEST VIRGINIA

Volume entitled POLICIES—RULES—REGULATIONS contains complete compilation of such material appropriately arranged under sections with roman numeral designations I through V. Section IV has to do with Public Elementary and Secondary Schools.

This section, like the other four, opens with a TABLE OF CONTENTS giving subjects covered and page numbers but no system of coding.

At the beginning of section citations are made from state law. Example:

POWERS AND DUTIES—GENERAL—PUBLIC SCHOOLS

(Sec. 5, Art. 2, Chap. 18)

Where coverage of the subject is long or involved respective portions or elements are given letter or number designations. Such designations are clear within single subjects but there is no apparent pattern used throughout all subjects.

Some matters are recorded as resolutions of the board, others merely a record of the board's action approving or adopting the content. All items, regardless of form or subject matter carry the date of the board's action.

Similar content, but not identical in all respects to this section, is issued between covers for use of school personnel. Outline symbols used do not differ essentially from those in the section.

A bulletin issued in 1966 is entitled SECONDARY SCHOOLS STANDARDS FOR CLASSIFICATION. Actual standards are arranged under a consistent outline of roman numbers, capital letters, arabic numbers, lower case letters, etc.

Some items which follow are differentiated by variations in type faces and some number and letter designations with no single pattern.

GENERAL

At the area workshops conducted in conjunction with this study project, interest has been expressed with increasing frequency in having information and records computerized as completely and as rapidly as possible. Expressions indicate the belief that with a computer system established and operating, facts and figures would be more instantly accessible; also that answers depending upon a combination of factors would be more readily available.

Experiences related by participants brought out a sense of uncertainty and confusion in seeking for information about policies, rules and regulations, even though they may have been published and partially outlined according to some plan or other. Similar instances of bewilderment or uncertainty were reported as coming from school patrons, teachers and even school administrators throughout the school districts of the state.

Discussions pointed up the desirability of developing codes which could be utilized for the storage of classified information with a minimum of time, labor and space and a maximum of ready recall. Emphasis was given to the value of such a system within an individual state, for the department, for the board of education, for the schools of the state and for the general public. For interchange of information beyond state boundaries the values would be realized even more fully. Development of clear, concise and usable codes, *adaptable to computerization* was looked upon as the next most pressing need.

IX. RESEARCH AND POLICYMAKING

What is Research? All too often the word 'research' is thought of as having some mystical meaning not readily comprehended by anyone other than the highly trained specialist. Actually, research simply means a careful or diligent search for something of supposed or hoped-for value. Research is defined more fully as a studious inquiry or examination; a critical and exhaustive investigation or experimentation having for its aim the discovery of new facts and their correct interpretation; the revision of accepted conclusions, theories or laws in the light of newly discovered facts, or the practical application of such new or revised conclusions, theories or laws.

Pure research seeks to expand the frontiers of knowledge without taking into consideration the use of this knowledge. In contrast, applied research seeks to improve present practice.

Educational administrators use applied research to improve practices and solve problems. Current problems which need solution in some states include: school district reorganization; development of better curriculums; initiation of new curriculums to meet a new age, and techniques of teaching.

When a state department of education or a local school system *does not have research resource* persons as members of their staffs, professional researchers from service research organizations are sometimes called in to conduct projects.

The Common Sense Approach. Dr. John Walton makes it plain when he implies that reading the dictionary is one form of research.(1)

Dr. Walton says further: "..... it should be kept in mind at this stage in the study of educational administration that research does not have to be of the standard 'scientific method' variety that attempts in every instance to establish a relationship. Observation, definition, and classification can all make important contributions to the advancement of the discipline, as can any logical analysis, historical research in the sense of recreating the past, and careful comparative studies. While some of the techniques may be crude and yield only rather gross results, they may be refined through use. And the gross results can be of the utmost significance"(2)

Organizational Placement. In relation to policymaking, the function or purpose of research, obviously, is to get all the light available to assist in determining what the policy should be. This calls for facts, figures and underlying philosophy, often involving proportionate values. This function is appropriately performed under the authority of the chief school officer by staff members working in varying relationships with one another.

State-by-state reference shows some differences in the placement of research with relation to the departmental organization. The structural charts in Chapter III show these relationships graphically.

For Arkansas research is not shown on the chart, but other sources of information indicate that it is conducted directly under the commissioner of education. By this means he is able to call upon any division or section of the department for whatever immediate or long-range research he may need. Thus evidence is accumulated to guide the commissioner in his planning, and to substantiate his recommendations to the board of education.

In the Colorado structure, research is placed under instructional services, which at first glance might appear to be somewhat limited. Further inquiry reveals a good program of instruction as the goal to which all other department services contribute. So with the core of research lodged within the instructional services all other branches and services can be called upon to make such contributions as may be desired.

Connecticut has a block of service entitled "research, statistics and finance" directly under "administrative services", which in turn is in direct line from the commissioner of education. Presumably this section of the department is charged with gathering and assembling statistics, and keeping financial records for the entire department. Likewise it undertakes or directs such research efforts as the commissioner may consider necessary for purposes of departmental administration or *elucidation before* the board.

A report from the state board to the Governor in 1965 carried the following statement:

"The Bureau of Research and Statistics has been authorized to increase its professional staff. Again, because of the emphasis placed upon research, experimentation and dissemination of information by federal legislation, further expansion of this bureau is indicated. In the meantime, it has been extending automated data processing in the Department and in local school offices, as well as assisting the state agency and local educational agencies to design research programs to be funded federally."

An illustrative research project conducted by the Connecticut department was titled: "Comparative results in teaching deaf and aphasic children by manual communication as contrasted with speech, reading and verbal communication."

Georgia depicts plainly what exists in some other states without being so clearly set forth. Research is shown in two places which actually are not too closely related. Research, one step removed from the direct hand of the superintendent is conducted under administrative section of "staff services". In an identical relationship to the superintendent, research is carried on under "vocational rehabilitation services". The results of research from either of these sources can flow upward quite readily without necessarily having or needing much relation to each other. Unquestionably, however, certain aspects of each, such as costs and facilities must be drawn from other parts of the department.

(1) John Walton, Administration and Policymaking in Education, The Johns Hopkins Press, Baltimore 18, Maryland, p. 186.
(2) ibid p. 193

Minnesota has a section of "state aids, statistics and research" under the "division of administration", which in turn is in direct line from the commissioner. In actual practice, especially during legislative sessions, this section is so heavily loaded with statistical accumulations and financial calculations that little or no attention can be paid to other research needs. Other parts of the department, such as curriculum development, in which research must be going on continuously, find it necessary to carry on their own research even though it may not be so labeled.

The Minnesota Administrative Manual for Public Schools, published in 1966 states on page 175 the following purposes for "educational research":

"(a) In order to have scientifically grounded education, we need to have changes in the directions pointed by research, and we have to have these changes accepted by those who will have to use them. Hence effective educational research in a department of education requires a plan of participation and decision-making so that proven results will become a part of practice.

"(b) Beyond research on principles of learning, research is needed to bridge the gaps between theory and practice, or what has come to be known as developmental research. Then, we need research on the point of application of research findings, or what has come to be called operational evaluation.

"(c) A major function of the Research Section, therefore, will be to stimulate, coordinate and provide technical assistance in design and analysis to schools in carrying out developmental research or operational evaluation."

New Mexico, like Georgia, has research spotted in two places, namely under "special services" and under "vocational education". However, descriptively and graphically the two are shown to be correlated. It is noted that "statistics" and "research", which are sometimes paired, are set up as two separate special services. Currently attention is being given to expansion of the research function to give it more comprehensive coverage.

A handbook in preparation under the authority of the State Board of Education embodies the statements which follow:

"Part III PHILOSOPHY, Goal M.6—Development of a program of research into education in cooperation with local boards and professional staffs and with departments and divisions of education within New Mexico's colleges and universities.

"Part IV STATE BOARD OF EDUCATION AND VOCATIONAL ORGANIZATION, D-2. .....Important changes in state controls should be initiated only after careful research and consultation with those who are responsible for education at the local level.

"Part VII THE DEPARTMENT, Information Services, ... shall assist in establishment of cooperative **educational research** program, combining the resources of the local schools, colleges and universities in a coordinated programs to review **educational research needs** of the schools, to instigate research projects, to exchange ideas and information concerning surveys, research projects and action programs for school improvement, and to assist in coordination of **research activities** of all agencies, institutions and individuals concerned with **educational research.**"

Ohio is another of the states where research is shown as a function in two specific places in the department structure, but performed in varying degrees elsewhere. Under "school adminstration" the research function is conducted in association with "school finance", "foundation program" and like activities of rather broad coverage. Under the division of "instruction" "research and survey" services are provided specifically in connection with "vocational education". The explanation is that the research office under administration is responsible for research patterns and techniques for its own projects and for the others. The findings of research projects undertaken in the vocational area or other areas filter back and forth through the regular research section for mutual refinement and benefit.

The Division of Research in the Ohio State Department of Education is credited with being responsible for 4 major type projects:

(1) Projects have state-wide implication;

(2) Projects implementing the program of other divisions within the Department of Education;

(3) Requests by the State Board of Education which assist in policy formulation;

(4) Projects assisting toward the preparation of legislative proposals."

The Oregon state department structure, by chart and description, shows "research" as one of the services under the division of "administrative services". There are five other divisions in the department each having several sections. Provision is made for research to be conducted in connection with any of the divisions or sections under the direction and guidance of the research office.

The 1965 biennial report of the State Board of Education contains the following statement on page viii: "Research provides the basis for policy formulation and for long-range planning. The Department should maintain research activities of its own and should collaborate with the research activities of other organizations and groups interested in education and vocational rehabilitation. The Department of Education should also serve as a channel for the exchange of ideas and for the dissemination of data accumulated through research".

The Pennsylvania department has an "Office of Research and Statistics" coordinated with three other major offices in direct line of administration from the superintendent and deputy superintendent. A director is in charge of the office with specified responsibility for: (a) designing, stimulating, coordinating and conducting educational research, and (b) collecting, organizing and disseminating statistical data and information. For the effective discharge of this joint responsibility that are two bureaus; one of "research administration and coordination", the other of "statistics". The existence of these two bureaus indicates a clear conceptual distinction between research and statistics. It provides the means for the results of either one to flow to: (a) other officers in the department; (b) the two constituent councils of the board; (c) the board itself; (d) any or all

of the administrative officers of the state having to do with education.

South Dakota has its department of education organized directly under the authority of the superintendent. In that organization there are two assistant superintendents; one in charge of "instruction"; the other in charge of "administration". Under "administration" there are two divisions; one for "school administrative services"; the other for "general administrative services". In this structure "research and information" is assigned to "general administration services", whereas "statistical services" are assigned to "school administration services". Thus "research and information" and "statistical services" are considered to be two distinct services not necessarily tied inseparably to each other. The extent to which either one serves the rest of the department or the board is not indicated.

West Virginia has the "office of research" attached directly to the office of the state superintendent, and has "statistics" more remotely placed as one of several "education information" services under a "bureau of administration" headed by an assistant superintendent.

A publication issued by the West Virginia Department of Education in 1966 is entitled PERSONNEL BULLETIN. On page 55 of that bulletin appears the following with reference to Research Projects: "A Copy of all survey, study and research proposals or projects shall be filed with the Director of Research before the study is begun. The Director may be of assistance to you with the study design or in the field process. A form for such purpose may be secured from the Director". Instructions are given later in the bulletin on "Data Gathering Instruments" and "Statistical and Report Requests", both of which are handled through the "Executive Assistant" and channeled to "Statistics".

Records of the State Board of Education contain numerous policies adopted by the board as a result of some research. Examples of areas in which the board ordered or requested that research be conducted prior to adoption were: "Uniform Transcript of Preparatory School Credits"; "Comprehensive Study of Educational Programs of State Colleges"; and "Survey of Degree and Course Offerings".

A look at the place of research in all of the project states shows one in which each service in the department conducts its own research without the benefit of any concerted direction. In another state research is attached definitely to instruction with little reference to other branches of the department. Two states show that research is conducted under staff services or special services, which still may have department-wide coverage.

In seven of the eleven states research may be said to be related closely to administration thus serving any activity or service of the department where findings are needed. Five of the seven have this function placed under the administrative section, and in two of those it is directly under the state superintendent.

Sources and Means of Research. Questions of research in relation to policymaking were discussed at considerable length by state board members in attendance at area conference sessions. As discussions proceeded the distinction became increasingly clear between research as a basis for making policies, and administration which operates according to policies once made. Opinion prevailed that gathering, assembling, weighing and evaluating facts, figures and other pertinent information are vital to intelligent action on policies. This was considered to be essential for all sorts of policies for which the board is responsible, whether internal or external.

For example a state board was faced with adoption of policies on providing education for Indian children, and distribution of necessary funds. Research was conducted by the department on: (a) purpose, including eligibility; (b) legal authority and sources of funds; (c) nature and substance of contracts; (d) initiation and conduct of program;; (e) limitations, if any; and (f) fund distribution formula. Facts, figures and other pertinent information were secured from federal, state and tribal sources. After sifting and evaluating, a specific standard or regulation was formulated on each point and recommended to the board for adoption. With some modifications resulting from discussion and explanation the board adopted the set of policies, which then became the official guidelines for administrative procedure.

Questions pointed in the direction of maintaining administrative balance. Some board members said, "We believe in having our superintendent or commissioner run things, but we don't want to be rubber stamps". Board members recognized that the best way to avoid becoming rubber stamps was to keep informed about educational trends and issues. Knowledgeable board members would tend to make wise decisions regarding policies and then rely upon the chief state school officer to put these policies into effect.

Area conferees were asked, "In order to assist you in policymaking, what kind of condensed evidence or information do you expect your chief to bring to you, and how do you expect him to get it?"

There was little inclination toward having board members do their own researching. Procedure accepted as appropriate was to direct or authorize the chief to have the necessary research conducted, supplying him with as little or as much detail as might be desired on the kind and amount of information to be secured. The assumption then was that the chief would utilize whatever facilities might be available within or without the department which might produce the sought-for results. Use of computerization was urged wherever possible.

A kind of research not always recognized as such, discussed by the board member workshop conferences was that done by advisory committees. In the creation of such a committee for curriculum planning, teacher education, or any one of a number of areas, some preliminary research must be done, probably under the direction of the chief school officer, as to the selection of committee members. Discussion groups subscribed to the belief that each advisory committee should include representation from the department of education for purposes of guidance and counsel. The further belief was expressed that, once it is formed, an advisory committee should be clearly instructed as to the task it is to perform and thus proceed with a minimum of restrictions. Their recommendations, supporting data, and philosophy if any are of material assistance to the board.

As an example, the Minnesota state board, after some trial-and-error experiences with advisory committees, set about to establish policies which would regulate the selection and procedure of any such committees subsequently appointed. Preliminary study in the nature of research was conducted on the following points: (a) subject areas to be covered; (b) composition of committee membership, (1) higher education, (2) school administration, (3) elementary and secondary classroom teachers, (4) lay members; (c) selection and nomination of candidates for committee membership; (d) duration of committees; (e) terms of members; (f) committee officers; (g) expenses of committee members; (h) general committee assignments on (1) revisions of or additions to former regulations, (2) proposals for legislative action, (3) courses of study or instructional guides, (4) teacher preparation and certification, (5) other matters deemed pertinent; (i) special committee assignments; (j) department representation and participation; (k) committee reports; (l) publicity.

Necessarily numerous sources were consulted in seeking to determine what standards should pertain. Inquiry reached into past experience, present practice and untried proposals. When assembled and resolved into basic provisions, consideration and adoption by the board was readily accomplished, and a uniform pattern of procedure established.

A problem confronting state boards of education not infrequently involves location, establishment and operation of field or district offices for special or general administration. The question arises at once: "What does this have to do with either research or policymaking?" It involves both very basically. First of all the board must face the policy question of utilizing field offices or not, which can not be determined without the benefit of study into a number of factors. Following the adoption of a general policy on the question, guiding information must be gathered and analyzed for each specific proposal.

Area workshop conference participants proposed that in matters of this nature the state board can be helped most by information and recommendations which come out of joint representation from the department staff and the districts or clients to be served. They support this as being sound for what they call "sub-offices" of the state department of education for such services as: vocational rehabilitation, instructional supervision, special education, visual aids, and computer-assisted instruction. If findings and recommendations are beyond the power of the board to implement, financially or otherwise, a good foundation will have been laid for approach to the legislature or other agency with authority to make the necessary provisions.

Policies common to all state boards of education are those having to do with personnel. In some states they are limited to department of education personnel and quite restrictive; in others the board has more leeway in the department and reaches farther into teacher personnel. In a few states salary scales, and regulations on employment, tenure and dismissal are determined by civil service authority.

Workshop confereees, in this connection were vividly aware that employees in state departments of education, just as in industry and business, increasingly are demanding attention to many personnel questions other than just holding the job and getting the specified pay. Emphatic expression was given to the view that state boards of education not only may but must protest arbitrary statutory restrictions in the area of personnel. According to their experience, such restrictions once established are not readily modified to suit changing conditions and demands. Changing patterns of urbanization, transportation and communication were cited as factors entering into the boards' need for more flexibility and freedom of action.

An excellent example of research in one aspect of teacher personnel policies is found in a publication issued by the Colorado State Department of Education, entitled "Teacher Certification—Progress Toward a Profession" In Section III, pp. 19-42 there is presented: A COMPARISON OF THE STATUS OF CERTIFICATION IN COLORADO WITH THAT OF SIXTEEN SELECTED STATES. In that section there is set forth, in tables and discourse, what each of seventeen states, including Colorado, has considered to be desirable standards for the certification of teachers from a number of different standpoints. Other sections supply other kinds of information and make other comparisons.

By reference to the information furnished and the conclusions drawn it is obvious that the Colorado state board established a valuable foundation upon which to formulate or improve their own code of teacher certification policies. Procedure similar to this has been used in determining staff and teacher salary scales and other areas involving personnel policies.

This whole question calls for two kinds of research. First there is the task of gathering evidence to support the need for change in authority and powers. Second there is the necessity for continuous research on the nature and detail of desirable personnel provisions regardless of the administering authority, but hopefully the state board of education. In this, as in some of the other research endeavors, the workshop groups looked with favor upon using the reasoning and testimony of those who ultimately would be affected by the amendment of old policies or the formulation of new ones.

State boards of education, particularly those involved in this project, are scrutinizing the roles ascribed to them in their state constitutions and statutes. Through comparisons between states, and consideration of roles which might be assumed but are not because of legal restrictions, boards are raising the question: "Should we consider attempting to make some changes, or should we leave well enough alone?"

Examples of differences are plentiful. In some states the state board appoints the chief state school officer, in others he acquires office by some other means. Even among the boards who appoint the chief some have authority to set his salary, others not. Some state boards have authority over all elementary and secondary public education in the state but only a few include higher education. A small number of state boards of education have no hand in vocational education, and the authority of several does not extend into the field of vocational rehabilitation. Here and there a state board still adopts textbooks for the

schools of the state, many do not. These are but a few of the illustrations which could be given of the duties and responsibilities placed upon some boards but withheld from others.

As this whole question has been discussed in workshop sessions there has been agreement that no board is justified in doing what some other board does just because the other board does it, nor in seeking powers possessed by another board just because the other board possesses them. It has been agreed that desirability of change and enlargement of roles must be based upon something much deeper and more fundamental which can not be brought out except by research.

Through thorough research it can be determined whether or not a feature from one state would be transferable, adaptable, serviceable and effective in another. By means of carefully conducted research a new idea not implanted in any state can be explored, subjected to experimentation, and possibly incorporated into the operating plan of the state board.

None of the state boards of education were found to be satisfied in accepting the status quo as completely satisfactory. Avenues of inquiry for improvement include educational development, social and economic change, advancements in human rights, scientific and technical accomplishments, and growing computerization. Specific studies may involve finance, personnel, program or operation.

Regardless of the avenue or specifics, the uses of research findings are limitless. Emanating from the state board or state department of education, they are available for use by schools and other educational institutions, and even find their way to the U. S. Office of Education. They help to carry messages through news media to the general public. For advance legislative planning, during actual sessions and for interim purposes research records are invaluable.

A continuous program of research, well mapped out and consistently conducted, produces an ever increasing store of vital information of inestimable value to the department of education and the board in making and adopting policies of philosophy and practice. The department is the storehouse and is responsible not alone for storing research findings, but for producing them quickly when needed. Such a system becomes the key to wise and effective policymaking.

X. SOURCES OF INFORMATION

In studying the role and policymaking practices of state boards of education, conferences were held with board members from the states involved in the study project. Interviews with specialists in curriculum development, research, vocational training and other fields of education yielded significant illustrations of application of policy.

Many publications supplied useful data. Official reports of state boards of education and chief state school officers, publications of state departments of education and the compiled statutes and session laws of the states participating in the study provided basic information. The following Bibliography lists selected references.

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